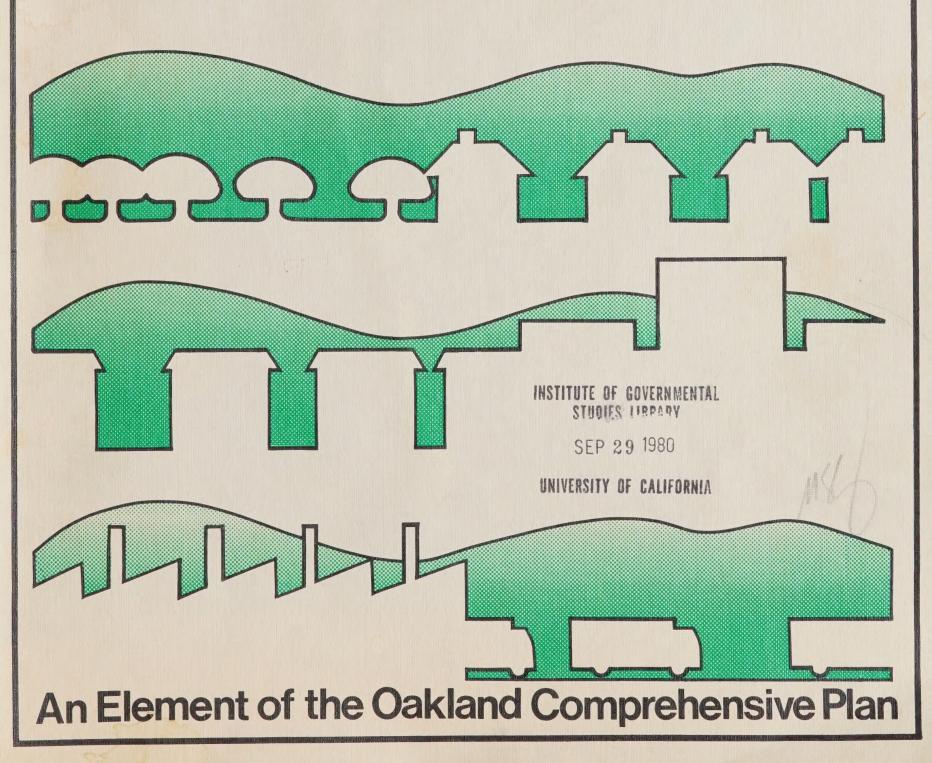
Land Use



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Land Use

An Element of the Oakland Comprehensive Plan

City of Oakland. City Planning Dept.
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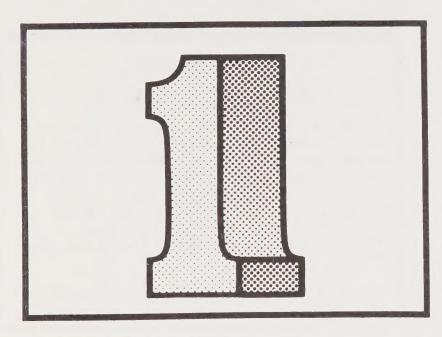
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Introduction

Land use is a term increasingly used with the increasing demand by citizens for more and better planning in American cities. It is a deceptively simple term. Not only is it used to describe physical improvements on land -- a house or a factory, say -- but also to describe the human activities that take place there. Thus, attempts to deal with land use become inextricably linked with social and economic concerns and the impacts of land use planning, as a consequence, pervade the entire fabric and structure of the city.

This is a report on land use in the city of Oakland. It sets forth a proposed plan intended to make Oakland a more livable and attractive city. Properly implemented, it will help conserve lower-cost housing, provide convenient community services, encourage retail sales and industrial development, and create job opportunities.

The plan indicates where major land uses should be located as change takes place. It says some things about the design of various facilities and the operation of certain activities. It then sets forth an action program to implement the land use policy through development controls and other strategies.

Report Organization

Following this introduction, Chapter 2 discusses Oakland's land use in its overall aspects. It describes Oakland's present land use pattern, and relates that to the natural environment and to regional concerns. After reviewing basic alternatives that face Oakland, the chapter then sets forth a broad strategy which emphasizes conserving existing neighborhoods but also allows for some growth in the right places.

The next three chapters focus on the major types of land use. Chapter 3 looks at residential uses, with particular attention to policy on densities. Chapter 4 discusses Oakland's commercial and industrial uses, and presents strategies for improving the environment in such areas while at the same time encouraging economic investment. Chapter 5 deals with hospitals, parks, and other civic and open space uses, and it emphasizes the importance of these uses as an integral part of the land use pattern.

Chapter 6 then outlines an "action program" based on the policies and strategies of earlier chapters. This includes a combination of rezonings or other regulatory actions; public improvements and services; conservation or renewal actions; and planning, coordination, and monitoring activities.

There is also an appendix on inundation hazards. (State law calls for a city's general plan to identify areas subject to flooding.)

Relation to Oakland Comprehensive Plan

The Land Use Element is one part of the Oakland Comprehensive Plan. The Comprehensive Plan also includes various other reports that are in some degree relevant to land use, including:

- 1. the Housing Element, which gives special attention to low- and moderate-income and minority housing needs and emphasizes the conservation of existing housing;
- 2. the Open Space, Conservation, and Recreation Element, which calls for the conservation of open space and natural resources and for the enhancement and expansion of the park and recreation system;
- 3. the Seismic Safety and Safety Element, which calls for planning to recognize environmental hazards such as fault zones, landslide potential zones, and areas of high fire risk;
- 4. the <u>Circulation Element</u>, which calls for some improvements in the City's trafficway network and also encourages use of non-automotive travel modes like buses and bikes;
- 5. the Noise Element, which deals with noise problems and discusses their implications for land use.

The Land Use Element does not try to repeat all the policies in those reports. However, all the City's basic goals and policies -- including the ones in this Land Use Element -- have been compiled in a document called the Policy Plan which is also part of the Comprehensive Plan.

The Port of Oakland has its own Shoreline Plan. This document (which is consistent with the Comprehensive Plan) provides for waterfront shipping, commercial, and industrial needs while also reserving sizable areas for recreation or open space.

Relation to Continuing Planning

This Land Use Element is not a finely detailed blueprint. Many of its policies are general in nature and adaptable on a case-by-case basis to specific circumstances. It is based on the view that the making of land use decisions must be a continuing process -- and that many of the decisions can only be reached at the more practical, tangible scale of the individual area or project.

Therefore, the Element does not try to substitute for the continuing neighborhood- or district-level planning which is needed to supplement it. Instead, it emphasizes the need for such planning -- and the crucial role of citizen involvement in that process. It provides ample leeway for such planning -- and will assist it by setting a broad policy framework and by clearly stating the recurring concerns and the cumulative effects that must be considered.



General Considerations

A city's land use pattern evolves over a long time through countless decisions -- decisions which, ultimately, interact with each other. The process of land use change affects a great number of people. What comes out of this process is the Oakland of the future -- for better or for worse.

The Participants

Some of the participants in the land use process are public agencies, which own or develop certain properties and influence the rest of the land through such means as zoning, taxation, and the provision of public services. However, most of the decision-makers are private firms or individuals. When someone decides to build a new structure, or open or close a business, the effect on land use is direct. But the land use pattern is also affected by such common decisions as a family's moving to a new neighborhood or deciding to do its shopping in a new place.

In any given decision, some of the people affected are active participants -- the developers or others who initiate a change or are otherwise actively involved in the decision. Most, though, are only indirectly involved -- all the other people who, whether they know it or not, will in some degree bear the impacts which result. Many of the latter are not even here yet. Future generations will continue to reshape the city -- and they will be affected by the decisions made today.

Take, for example, a situation where the owner of an old. renter-occupied house, within a neighborhood of mostly small-scale dwellings, decides to sell the property to a developer for construction of a large apartment building. The major participants include the owner and the developer. The City may also be a direct participant if it must review the proposal. The tenants of the old house are obviously affected -- quite severely, perhaps, if they are low-income people who would have trouble finding substitute housing. The residents of adjoining lots may also be significantly affected, possibly by increased noise, traffic, or the blocking of views or sunlight. Residents of the larger neighborhood may be affected -- by change in the area's physical character and social composition, by effects on land values and housing prices, or maybe by increased pressure on local recreation space. Merchants in a nearby shopping district may gain new customers from the project. Even people who do not live in the neighborhood but may want to -- either now or in future -- have some stake in the apartment project.

If many projects like it are built, there may be impacts on people throughout the city or region. For instance, overall housing vacancies and prices may be affected.

The Interests Affected

The example above illustrates how land use decisions affect many different interests.

These can also be seen as <u>factors</u> to consider in



making such a decision. Public agencies, which are expected to represent everyone's interests, have a special responsibility to analyze these factors. However, private decision-makers should also consider them.

As the apartment house example has implied, the factors need to be considered at various relevant scales. For example, a project may appear desirable from a neighborhood perspective but undesirable from a citywide viewpoint -- or viceversa. Also, a single project may have little effect by itself, but a large number of comparable projects may have a major cumulative impact.

Some impacts may be short-range, such as the demolition and construction noise associated with redevelopment. Other impacts may be continuing -- while still others may become noticeable only in the long run.

Often a proposal will look good in terms of one

factor but bad in terms of another. For instance, a particular new industry might create job opportunities for Oaklanders but also increase noise and traffic on local streets. There are frequent trade-offs between different interests -- a reasonable balance among them should be sought.

Furthermore, a given change often affects different groups of people quite differently. The opposing interests of renters and property owners are an obvious example. Many such conflicts are of course inevitable. There is a need to consider the differences -- and then to ask whether some groups are getting more than their fair share of the costs or benefits.

Many factors such as those involving technology, business structure, and public attitudes change, over time, in directions that are difficult to forecast. This implies the need to keep alert to such trends. It also suggests that "keeping future options open" can be an important value in itself.

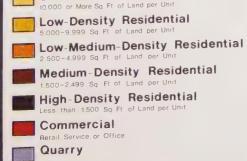
Furthermore, some of the factors are by their nature subjective, subtle, or hard to quantify. There is a risk that the more subjective, or less obvious, factors will get inadequate attention.

ECONOMIC FACTORS

The economic value of property in a city -- and its so-called "highest and best" use -- depend partly on site characteristics but usually much more on its spatial relationship to all the other land uses in the urban area. Thus, its value is "socially created" -- that is, most of the value results from proximity to other uses, and depends on existence of public facilities like access streets and utility networks. An owner's right to use his land is far from absolute. Society has no obligation to guarantee him a profit, and the courts are generally concerned only that he can make some reasonable use of his land.

Yet property owners clearly do have a major stake in land use questions. Economic impact on owners needs to be considered in the making





Institutional or Governmental

E Education O Other W Waste Disposal

Park, Recreation or Natural Area, or Watershed

Vacant or Agricultural

Land Use, 1978



of public land use decisions -- though it is still only one of many factors.

There are also broader economic questions to consider. In the aggregate, is there enough land for industry, business, and housing? Are land uses located, in relation to each other, in a way that maximizes economic productivity?

Residential and other land uses cost varying amounts of money for public agencies to serve, while offering them varying potential revenues through such means as property and sales taxes. This has led to questions of net fiscal impact, and whether major projects are "paying their own way." However, a large balanced city should provide for a wide variety of land uses, which are mutually dependent and which cannot all be expected individually to return a "profit" to the city government.

SOCIAL FACTORS

Land uses are affected by and in turn affect a broad range of social concerns that cannot be explained by economics alone. These concerns include the sense of community, the interaction between different groups and lifestyles, crime rates, the quality of life in general, and the attainment of deeply-rooted cultural and political ideals.

In some cases, for example, land use changes may displace local resident groups, and break up webs of neighborhood ties and loyalties that have taken years to form. Or they may disturb the subtle balance between owners and renters, or different age groups, which has helped to make a neighborhood work.

PHYSICAL ENVIRONMENTAL FACTORS

Recent years have seen a widespread concern for environmental quality. Part of this concern involves the relation of land use to the natural environment. This suggests the need (1) to minimize the risks from development of hazardous areas such as earthquake fault zones, flood plains, and potential slide areas and (2) to conserve desirable open space and natural resources such as plant and animal habitats. Natural factors such as slope can have a major effect on the economic feasibility of development. Physical environmental factors also have to do with the relation between land use changes and the man-made environment. Visual form and quality are relevant, but so are operational effects like traffic, noise, and air pollution.

New questions and concerns keep appearing. For instance, an emerging legal issue may be whether one can build a structure which stops sunlight from falling on a neighbor's solar heat collector.

People have widely varying preferences for a physical environment. Low density and an uncrowded appearance are a must for some, while others prefer a high-density neighborhood with shops and other services close at hand. This suggests that choices should be available between many different kinds of surroundings.

PUBLIC SERVICE FACTORS

Environmental quality depends in part on the adequacy of public facilities and services -- which also represent economic questions to the financially-pressed agencies which supply them. Such facilities are sometimes loosely referred to as infrastructure.

One obvious tie-in between land use and infrastructure capacity is that new development may create the need for new or expanded public facilities. Conversely, infrastructure improvements may serve to stimulate development -- or even make it feasible for the first time. This can be the case, for example, where regular water service is extended into a previously undeveloped area.

Another tie-in is that certain development patterns tend to be more efficient to serve. From this viewpoint, a compact land use pattern is generally better than a low-density one which

would require extended service networks.

Citizen Viewpoints

To adequately weigh the various factors outlined above, especially the more subjective ones, public decision-makers obviously need the help of citizens. Indeed, citizen participation is a crucial part of the overall city planning process.

Much citizen involvement tends to crystallize around tangible issues, like a park proposal or a rezoning, at the neighborhood scale. Local views on such issues are extremely important. In a diverse city like Oakland the public welfare itself varies in some ways from area to area -- simply because people in different areas have different tastes and needs. This suggests that in deciding a land use issue which mostly affects a particular area the City should give strong weight to the opinions of local citizens.

Yet there are also important citywide needs and cumulative concerns, which could outweigh local preferences. There is a real danger that these broader concerns will be overlooked -- partly because they are often indirect or intangible and therefore hard to mobilize people around. This problem implies the need to explain the citywide issues clearly, so as to help people form opinions on them.

Another problem is that some interest groups, or neighborhoods, are much better organized than others, have more articulate spokesmen — and therefore may get most of the City's attention. Many citizens have strong feelings but are unable to convey them, for reasons such as lack of time to attend meetings, undeveloped communication skills, or lack of an organized group to represent them. The City has responsibilities to these citizens, too. Special efforts to reach them and seek their views may be necessary.

Existing Land Use and Natural Setting

Map 1 shows Oakland's land use in generalized form, as of 1978. The pattern roughly follows the topography in a series of strips paralleling the shoreline. Most of the waterfront is taken up by industry and ship or air terminals. On this industrial belt's inland side (and mixed with it in several sections) is a long residential stretch, much of which consists of old or deteriorating houses. This is followed by the San Pablo Avenue and East 14th Street commercial strips and, where these meet, the Central District's commercial area. Above this, residential areas extend -- with frequent interruptions like shorter commercial strips and various open spaces -- up to the ridgeline along Oakland's northeasterly city limits. Except for the apartment districts near Lake Merritt, the age and density of this housing generally decrease as elevation and distance from the waterfront increase. However, much of East Oakland is noticeably lower-density and newer than areas of comparable elevation in North and West Oakland.

Beyond the ridgeline, a wide swath of regional parks, EBMUD watersheds, and other open land forms a greenbelt separating urbanized Oakland, Berkeley, and San Leandro from the suburbs of Contra Costa County.

Areas shown on the map as residential include elementary schools and neighborhood parks and recreation areas, which are not depicted separately. Residential densities are intended to refer to net land area, excluding schools, public streets, etc. -- but including common open space and private streets in the case of planned unit developments.

For most of Oakland, the basic land use pattern is already established. However, there are several remaining large sections of undeveloped land where development is likely to take place. Some of these are along the waterfront. Most, however, are in the Hills -- the remainders from a process in which development has taken place on gradually steeper or more inaccessible sites.

The Hills in general represent one critical area where there have been serious conflicts between urban development and the natural setting. This situation involves a combination of factors including the Hills' scenic and ecological value, the steep topography, and potential fire and geologic hazards. Another critical area of environmental concern is the Bay, where over the years within Oakland alone, thousands of acres of open water or marshes have been replaced by fill. The shoreline, with its potential for water-oriented uses including public access, is another critical area. Creeks which have still not been culverted are another environmental concern. Many other areas are environmentally significant in that they are subject to such hazards as flooding, severe earth shaking, or ground failure, (See, for example, Map 5.)

Regional Growth and Locational Issues

Oakland has a strategic position in the middle of an urban region of several million inhabitants. It already performs many central city functions for this larger area, or at least for the East Bay. In particular, the Oakland Central District is a regional office, shopping, and governmental center second in scale only to downtown San Francisco.

Though the future rate of growth is uncertain, the Bay Region as a whole will continue to grow, both in population and in economic activity. The question is largely where this growth should occur.

Like most metropolitan areas, the Bay Region has seen rapid suburban growth in a dispersed, low-density pattern that is costly in terms of automobile travel, public services, and impact on the natural environment. At the same time, many sections of Oakland and other central cities have suffered economic stagnation or physical decay. This contrast has been echoed in social polarization between the upper-income, mostly white, suburbs and the central cities to which most low-income people and racial minorities have been confined.

For a long time, governmental agencies implicitly promoted suburban sprawl. For example, State freeway construction, Federal subsidies for sewerage extensions, and certain features of income tax law all served to encourage new development in outlying areas.

However, governmental viewpoints have now changed quite dramatically. For example, State and Federal policy now calls for growth to be "managed," with full awareness of its environmental and other implications. In the Bay Area, regional planning by ABAG (the Association of Bay Area Governments) and others emphasizes the channeling of development into more compact patterns. Priority has been proposed for "infill" development within existing urban areas.

The changed governmental attitudes are paralleled by new trends among private decision-makers. Motivated partly by growing transportation costs and the increased fashionability of older neighborhoods, many households are "rediscovering" the central city.

Trends such as these lead one to ask how much, if any, of the region's growth Oakland should seek to accommodate.

Some Broad Alternatives for Oakland

Within this regional context, there are various courses that Oakland might follow.

One alternative would involve an attempt to maximize the amount of new development, both residential and nonresidential, within Oakland. This would imply acceptance of such things as major apartment construction in many neighborhoods, intensive hillside development, and extensive Bay fill. These would have major impacts on the physical environment. In order to attract so much new private investment, the City would have to make major expenditures for things like redevelopment. Furthermore, the broad-gauge development could seriously impact many of Oakland's lower-income households and neighborhoods.

A very different approach might be termed the "no growth" option. This could involve rezoning virtually every neighborhood to bar any development exceeding the present densities. It could also involve keeping most of the large vacant sections of the Hills as permanent open space, banning all new Bay fill for whatever purpose, and limiting industrial expansion. This approach would avoid the direct environmental and social impacts associated with major new development. On the other hand, it would pass up opportunities for economic investment that could benefit Oaklanders, and for which Oakland is specially suited. To some extent, "no growth" in Oakland might divert some development to outlying parts of the Bay Area. From a regional perspective, that development might better occur within Oakland.

A third alternative seems preferable. This would emphasize conserving good existing neighborhoods and other areas -- but it would also encourage compatible new development in the right places. This selective approach would reduce impacts on the environment and on housing prices and disadvantaged groups. It would also make good economic sense by taking advantage of what are -- from a regional viewpoint -- Oakland's special advantages. These include Oakland's large stock of relatively

inexpensive older housing; its interesting neighborhoods; its existing commercial structure, business services, and social institutions; its centrality within the region; and its existing infrastructure including Oakland's circulation system. Oakland's advantages also include some specific areas, like the Central District and the waterfront, which can attract major new development without impacting Oakland's neighborhoods.

Basic Strategy and Goals

The appropriate strategy therefore is one which might be called "urban conservation, but with some growth in the right places." The strategy is embodied in the following City goal:

. To conserve existing neighborhoods and other areas, while encouraging new development in locations compatible with such conservation.

Thus even major change is acceptable in certain places. There can also be minor or gradual change in many places, and indeed this may often help in "conserving" an area. However, the goal implies that issues of new development should always be evaluated in terms of the City's priority concern, which is guarding the good development that Oakland already has.

Also relevant are the following City goals, some of which relate directly to land use and others indirectly:

- . To protect and improve Oakland's physical environment.
- . To conserve with care the open space and natural resources which will be needed by present and future generations.
- . To recognize natural environmental hazards in planning for the city's future development.

- To advance Oakland's position as a regional center of commerce, industry, recreation, and culture.
- To preserve and create attractive, safe, and convenient neighborhoods with good housing and adequate schools, parks, recreation centers, and other needed facilities.
- To ensure that every Oakland family has the opportunity to live in a sound housing unit, large enough to accommodate its members, at a reasonable cost relative to its income, and free from noneconomic constraints on its freedom of selection.
- . To provide for the housing needs of all economic segments, all age groups, and all household types.
- . To ensure a reasonable balance of housing according to tenure (such as conventional ownership, condominium, or rental), dwelling type (such as single-family or multi-family buildings), price, density, type of amenities, and location.
- . To reduce the level of unemployment in Oakland's labor force, particularly among the city's hard-core unemployed.
- . To strengthen the city's nonresidential tax base.
- . To provide for the safe, convenient, inexpensive, and energy-efficient movement of people and goods within Oakland and between Oakland and other parts of the region by an integrated system of streets, freeways, public transit, and other transportation facilities.
- To prevent or reduce exposure to excessive or annoying noise.

. To improve the communication and involvement between the citizens of Oakland, the City Council, and other governmental agencies.

Relation to Circulation System and Noise Levels

The strategy outlined above meshes well with the policies in Oakland's Circulation Element.

The basic trafficway network is already well established, though there are some bottlenecks or gaps. One of those gaps will be filled by extension of the Grove/Shafter Freeway to connect with the Nimitz Freeway. A few major surface streets will also need to be widened or extended.

Public transit, which is given special emphasis in the Circulation Element, is one of Oakland's special assets. The East Bay transit network basically focuses on, or passes through, Oakland. AC Transit provides, in effect, corridors of high accessibility along those streets with frequent bus service. BART provides areas of high accessibility around its eight Oakland stations, and these areas could be extended by improving feeder transit service to the stations. The development of employment, shopping, or housing concentrations in such locations would help promote transit ridership -- thereby reducing auto travel and the resulting air pollution and energy consumption.

In addition, total mileage and travel time can be reduced by locating "origins" closer to "destinations." For example, high-density housing can be encouraged near major business areas.

On the other hand, the circulation system itself poses some special land use issues. One of these relates to noise. Although noise also comes from things like factories or construction work, its main sources are cars, trucks, and other forms of transportation. Therefore many locations

which have good accessibility also have a good deal of noise -- and that can make them less desirable for those land uses having a low tolerance for noise. One possible way around this problem is to use features like noise barriers or careful building layout to reduce on-site noise to acceptable levels.

There are some special concerns related to aircraft operations, mostly involving the Metropolitan Oakland International Airport and the Alameda Naval Air Station. One of these has to do with crash hazards, and potential conflicts with air navigation, in hazard zones generally near the ends of runways. Another, more widespread concern has to do with tall structures which might obstruct the airspace needed for safe operations.

Implementation and Coordination

Pursuing the City's land use goals will require many kinds of actions by numerous parties.

Many of these actions -- building, remodeling, relocating, and so on -- will be by private firms and households. But the City and other public agencies must also act, both to supplement the private actions and to guide private investments so that they work to the general benefit. This process must be broad-gauged and include some actions which directly achieve change, others which stimulate change, and still others which can discourage or stop it.

The latter include land use regulations such as zoning. There is some tendency to think of such controls as the main tool for carrying out land use policy. To the contrary, regulation is only one part of a comprehensive strategy.

Public agencies can often affect land use much more strongly through the provision of public facilities and services. These include improvements such as new parks or streets that make land more attractive or accessible, and utility extensions which make it feasible to develop at all.

Most of Oakland already has basic water and sanitary sewerage networks which can accommodate any reasonably foreseeable growth, though there are some sections where these are lacking. Some areas in Oakland have circulation problems. Much more widespread, though, are deficiencies in amenities such as parks or street trees -- or streets free from ugly overhead utilities. Actions to reduce these deficiencies could help stimulate private investment in the affected areas.

In addition to developing uses like parks, the public sector can directly alter the land use pattern through redevelopment. That typically involves acquiring land, clearing it of any buildings, and then selling it -- perhaps with a cost writedown -- for construction of desirable new uses. However, there are many other, less drastic ways to subsidize preservation, change, or improvement of private-sector land use, either directly or indirectly. These include:

- 1. housing rehabilitation grants or loans;
- subsidies for construction of new lowor moderate-income housing;
- 3. financial assistance to businesses or commercial or industrial projects;
- 4. technical assistance and advice to private firms, developers, and households;
- 5. housing assistance and other forms of direct income supplements to individuals and households (thereby increasing their purchasing power as occupants of housing or customers of commercial land uses).

(Taxation practices also financially affect land use -- typically as an added cost factor, though some tax provisions can also serve as incentives.)

Land use management also requires continuing

planning; periodic monitoring to check whether the desired results are actually being achieved; and coordination. The latter calls for the City to coordinate the actions of its own various departments, and for the City and other public agencies to relate their actions to each other. It also calls for the public sector to coordinate with relevant activities of neighborhood groups, nonprofit organizations, major developers, and other private decision-makers.

One purpose of coordination is to allow different actions to be timed so that, where appropriate, they serve to reinforce each other. For example, street-tree planting or park improvements for a given neighborhood might be scheduled to coincide with local housing rehab efforts. As another example, a rezoning to allow higherdensity construction might be held off till the extra park or transit improvements can be done that would make that development acceptable.

Proper coordination may also lead to major cost savings through multi-purpose projects -- for example, a creek project that controls flooding and also creates an attractive new park.

With regard to the geographical pattern of nonregulatory implementing actions, there are clearly a great many areas that need conserving or improving but only limited public money to spend on this. Indeed all parts of Oakland need some kind of attention, though some obviously need much more than others. This situation suggests emphasizing widely distributed, relatively small-scale public actions instead of concentrating most of the resources in a few places. This largely scattered approach agrees well with the Land Use Element's conservation emphasis. It will also help to minimize neighborhood disruption. However, this does not rule out all large-scale projects. These will likely be needed in certain places, like in the Central District, where major change or improvement is in order.

The situation also implies that special attention be given to actions which prevent or deter blight, rather than correct it after it has occurred. This tends to cost far less in the long run. For public facilities and service programs, special attention should also be given to reducing areato-area disparities in level of service.

Urban Design and Preservation

The term "urban design" indicates an attitude and a process of consciously and creatively molding a city's physical form into a more efficient, clearer, and more beautiful urban environment. Far from being an elitist concern, emphasis on a quality environment is needed to make Oakland more livable for all its residents -- as well as improve its "image" as a place to shop, do business, or invest.

The urban design theme should infuse all aspects of land use management, from long-range planning to design review of current projects. It should include special attention to the design and location of City and other public capital improvements. These can establish a visible framework which sets an example for surrounding private investments.

Urban design is concerned both with the proper design of new structures and the preservation of good existing ones. It is vital to safeguard the best features we have inherited from the past. This includes preserving individual structures of historic or architectural value, but it also means conserving the good qualities of whole areas which have interesting character.

Though these concerns are important throughout Oakland, especially close attention is needed regarding certain areas (or prominent routes) which are critical to the city's image. Lake Merritt is a prime example, but there are other important locations, too.

Land Use Regulations

Regulations can be employed to ensure that a development is compatible with adjacent land uses and the surrounding area, as well as to encourage appropriate design and on-site conditions for its residents or other users. They can deal in many ways with existing as well as new land uses. For example, they can compel removal of unsightly signs or other objectionable uses.

Land use regulations may include subdivision controls as well as special requirements such as grading ordinances. Many aspects of building and housing codes are relevant to land use. However, the most familiar type of land use control, as such, is zoning.

Traditionally, zoning in the United States has emphasized breaking up an area into different "zones," each with uniform controls that prohibit some land uses and permit others outright. This approach may have merit in many situations, such as built-up areas with a simple and well established land use pattern. But in other cases it can be argued that the results are arbitrary or overly confining. The basic problem is that a particular land use may be acceptable in many places as long as it meets certain conditions.

One response to this problem -- in Oakland and elsewhere -- has been the increasing use of special review procedures like the major conditional use permit and the planned unit development. These typically give certain uses a wide range of locational options -- at least within some areas -- but make them subject to official, case-by-case review. In this review the specifics of a proposal, its site, and its surroundings are compared with general review criteria; if the project is approved it may be

subjected to appropriate tailor-made requirements. There are, though, some disadvantages to this approach. These include uncertainty and delay for developers, the administrative cost for the City, and perhaps some lessening of predictability about an area's future development.

A somewhat different approach is to prescribe, in advance, performance or other standards which directly address specific land use concerns. These requirements may deal with any number of things, such as screening, noise or traffic generation, minimum lot size, or distance from parks or housing. (The provisions can also vary with local conditions: for example, less offstreet parking might be required where there is good public transit.) A land use may be allowed in many places if it meets such standards. One possible problem, though, is that it is difficult to write standards in advance that can deal with the full range of real-life situations. This may suggest the need to back up the standards in some cases with review procedures.

Some standards may act as implicit "pricing mechanisms," by making a development itself bear costs which it would otherwise impose on neighbors or the general public. For instance, a major subdivider can be required to set aside land to meet the recreation needs of the subdivision's future residents.

Some provisions may serve to encourage good development by offering incentives. For example, certain requirements may be waived in a planned unit development in exchange for superior design and site planning.

New regulatory concepts are continually advanced or refined. For example, one emerging technique is the use of development-rights transfer -- or even monetary compensation -- in cases where zoning drastically reduces a parcel's economic value. Some of the new ideas may prove unworkable for Oakland, but others will offer chances to improve local land use regulation.

In theory a city might put all its land use

regulations in the form of performance standards and review procedures, and do away entirely with mapped zones as such. For the near future at least, that sweeping a change may be impracticable in Oakland. However, a greater emphasis on performance standards or review procedures may be desirable. The Comprehensive Plan's goals and policies can be implemented through these techniques as well as through traditional zones.

Land Use Mixture and Transition

Some special regulatory and planning questions are posed by the relationships between contrasting land uses.

MIX IN GENERAL

For a long time, mixture between different land uses was generally accepted as something that zoning ordinances should discourage. In recent years, though, the benefits that some mixed land use can bring have been recognized. For example, in certain cases it may be desirable (or at least acceptable) to have apartments or even some light industries within a commercial district, or to have a small convenience shop in a high-density residential area.

This is not meant to rule out all non-mixed areas, especially residential ones. Many households or businesses prefer these -- for example, firms that want to be in a controlled shopping center or an industrial park. In the aggregate, though, there should be greater provision for mixed land use than in the past.

In some cases mix is far from an ideal situation but exists nonetheless. This applies especially to the typical existing mix between industry and housing.

INDUSTRIAL-RESIDENTIAL MIX

Areas of industrial-residential mix are especially prominent in West Oakland and the portions of San Antonio and Fruitvale below East 14th,

but they also appear in several other places along the city's industrial belt. Many of these locations are near the Nimitz Freeway or railroad lines, which tend to reduce their appropriateness for residential use. Yet they provide housing for many lower-income families.

For a long time nearly all these areas were in industrial zones despite the presence of many dwellings. In recent years, however, some sections have been rezoned to residential. The affected industries have reacted unfavorably to such rezonings, which could block plant expansion projects.

It is reasonable to assume that in most cases neither the housing nor the industry will disappear soon. There may well be some gradual, lot-by-lot removal of existing dwellings, and some small-scale industrial expansion or new development. However, short-term major change in the land use pattern could require publicly-backed redevelopment. The cost of relocation on that scale might be very high, and there could be strong neighborhood opposition.

For most of these areas, some form of coexistence is the only practicable short-run strategy. However, the permanence and the terms of this coexistence should depend on the particular local situation.

In some areas there are primarily residential sections which may be big enough, and so located and laid out, to provide within them a significant living environment. These sections could be placed, at least for the near future, in a regular residential zone which excludes new industries. (In considering such a rezoning, especially relevant factors may include the percentage of vacant or seriously deteriorated housing; the rate of owner occupancy; likelihood of tangible benefits from the rezoning, such as help in getting home loans; likelihood of future demand for housing in the area; any evidence of strong neighborhood identity; and likely demand for industrial space.)

Other areas consist almost entirely of industry,

with only a scattering of dwellings. These areas could remain in their industrial zoning, though even here some special controls may be needed to protect the existing housing.

However, there are still other areas where the "either/or" choice between a regular industrial zone and a regular residential zone may be too extreme. These areas now have considerable housing -- though in such small or awkward pockets, or so interspersed with industry, that substantial residential enclaves cannot be separated out. Where appropriate, these could be recognized as special mixed-use areas. Land use controls here might allow both new industry and new lower-density housing, though little if any new housing construction would likely result. The type, design, and operations of the industries could be restricted so as to minimize impacts on the housing. However, all or most of these areas should eventually become fully nonresidential -- and that raises the general question of transition between land uses.

TRANSITION

The term "transition" refers partly to change over time. It is not enough to plan for an area's ultimate use. The way to get there is also important. There should be some reasonably acceptable relation between old and new uses at each stage of the transition process. Wherever an area is changing from one predominant use to a radically different one, special attention may be needed to mitigate the conflicts involved.

Transition also refers to the spatial relationships between adjacent areas of contrasting land use. Again, where these uses are substantially incompatible special attention is needed. For example, such matters as fencing, landscaping, traffic patterns, and placement of parking and driveways are important.

Where practicable, the boundary between areas

or zones of dissimilar use should be drawn to minimize conflicts. Partly because traffic often is a major irritant, a street typically is not the best boundary. An exception might be a street which is unusually wide, perhaps with a median strip. However, it is usually preferable to draw the boundary along rear property lines.

Policies

This section presents the City's general policies on land use. One of them involves Map 2 (Illustrative Future Land Use), which needs special discussion.

Although such a map can deal with the city's broad future pattern, it would be inappropriate for it to mandate precise locations and boundaries. This is partly due to the trend in land use planning and regulation toward increased locational flexibility, and partly because of the difficulty of forecasting individual projects and their economics. Also, the details of the configurations which the map shows need, in practice, to be tested or refined through a continuing process of planning and citizen input on particular issues or areas. This situation is acknowledged by the following rules for interpreting Map 2:

- 1. Though the map's broad configurations are important, its details are largely illustrative of the Comprehensive Plan's written goals and policies. It is quite possible that slightly different versions would serve those goals and policies just as well, or even better.
- 2. The future type and density of use shown for each specific small area should therefore be regarded as a working hypothesis: as what, according to analysis when the map was drawn, was thought would best serve to promote the written goals and policies.
- 3. Since the map is generalized, it does not

- depict very small areas such as isolated minor shopping clusters.
- 4. Residential densities refer to net land area, excluding schools, public streets, etc. -- but including common open space and private streets in the case of planned unit developments.
- 5. The map shows only the predominant use (or average density) in an area. For an individual parcel or section within the area, a different use or density may be appropriate -- if it would conform to the Plan's written goals and policies. (When decisions are made for specific parcels, these should always involve closer study of the vicinity.)
- 6. A predominant use (or average density) different from that shown on the map would be appropriate, for a relatively small area, if it can be demonstrated to the City Planning Commission that this would serve the Comprehensive Plan's written goals and policies as well or better.
- 7. Where it is so demonstrated that a relatively small area should be developed differently, no formal amendment of the map is necessary. An amendment as such is needed only if the change affects a large area.

Thus the whole basic map allows for some needed flexibility. Even more is supplied by the map's overlay. This shows areas where (1) a different use or density seems desirable in the long run or (2) an alternative use might be appropriate (either in the short or long run) under certain circumstances.

(The map and its implications are discussed further, for different types of uses, in

Chapters 3, 4, and 5.)

The following are the City's general policies on land use:

POLICIES ON DECISION-MAKING

- 1. In deciding on major land use issues, the City will seek to consider the full range of direct and indirect economic, social, physical environmental, and public service factors involved, giving special attention to possible impacts on lower-income persons, the elderly, or members of minority groups.
- 2. In considering those land use questions which mostly affect a particular neighborhood or other area, the City will give substantial weight to the opinions of the local citizens.

POLICIES RELATING TO THE NATURAL SETTING

- 1. Urban development wherever it occurs should be related sensitively to the natural setting, with the scale and intensity of development in each case bearing a reasonable relationship to the physical characteristics of the site.
- 2. Except where adequate corrective measures can feasibly be taken, construction should not occur over known faults or on land subject to landslide, erosion, or flooding. The City will make efforts to obtain more information about such hazardous areas, and will consider the imposition of additional controls on development there.
- 3. In all development and construction in the Hills (those areas located generally along and northeast of Mountain Boulevard) special efforts should be made to conserve open space and natural resources. Every development which occurs here on a site of substantial size should reserve the most appropriate portions as permanent

- open space, and these should generally add up to a significant proportion of the site.
- 4. Development on slopes of 15 to 30 per cent should generally be designed with special attention to controlling runoff and erosion and to preserving the natural topography as much as possible. Cuts and fills and the removal of desirable vegetation should be minimized.
- 5. Development involving significant alteration of natural land forms or surface conditions should generally be discouraged on slopes greater than 30 per cent. Where development does occur here, graded and natural slopes should be planted to hold easily eroded soil in place and cover unsightly scars.
- 6. Bay fill should be undertaken only upon clear and convincing evidence that its benefits will outweigh its resulting environmental and other costs.
- 7. In the development of shoreline areas, every reasonable effort should be made to provide attractive public access to the water-edge.

GENERAL POLICIES ON URBAN DEVELOPMENT

1. The City supports and will cooperate with reasonable efforts by regional, State, and Federal agencies to restrict suburban sprawl and encourage more compact developments within the Bay Region. However, such strategies should not require more growth in central cities like Oakland than they can absorb without unduly impacting their residents and their physical environments.

- 2. The map entitled Illustrative Future
 Land Use, including its overlay of
 Alternate or Longer-Run Uses, indicates
 in its broad configurations, but only
 tentatively in its details, the planned
 predominant land uses. Variation from
 the details is appropriate where it is
 demonstrated that this would serve the
 Comprehensive Plan's written goals and
 policies just as well or better.
- 3. The Oakland Central District will continue to be emphasized and strengthened as the East Bay's dominant commercial and civic center. Within this area, the high-intensity retailand-office Core along Broadway from 11th Street to Grand Avenue should be clearly dominant, but the Central District should also include a variety of specialized, complementary commercial, civic, and recreational areas, as well as closein apartment districts.

POLICIES RELATING TO CIRCULATION AND NOISE

- 1. The City will promote the use of public transit by encouraging housing, employment, or shopping concentrations in appropriate locations near BART stations and major bus routes.
- 2. To the extent compatible with noise levels and other environmental factors, the intensity of development at each point in the city should be related to the degree of accessibility there.
- 3. New land uses and density increases should generally be discouraged in areas where the noise levels likely in the foreseeable future exceed what is reasonably acceptable for such uses, except where a project itself has special features which will reduce onsite noise to an acceptable level.

- 4. The height and types of development in the general vicinity of airports should be compatible with the requirements of safe air navigation and the limitation of risks from crashes.
- 5. In deciding on major land use and circulation issues, the City will consider the possible effects on air quality and energy consumption.

POLICIES ON IMPLEMENTATION AND COORDINATION

- 1. In its conservation, renewal, and public improvement and service programs, the City will emphasize widespread distribution of many relatively small-scale actions, although large-scale actions will also be needed in some special locations like parts of the Central District and the industrial belt. It will give special attention to actions that deal with area deterioration before it becomes severe, and to actions which can stimulate desirable improvements by the private sector.
- 2. The City will carefully coordinate its various capital improvement, renewal, and other actions affecting land use, and, where suitable, will schedule them so that they support one another. The City will also coordinate them where appropriate with relevant actions by other public agencies or by the private sector.
- 3. The City will work closely with the East Bay Municipal Utility District to ensure that the nature and capacity of new water service in the Hills are kept in reasonable scale with the types and densities of land use which the City plans there.

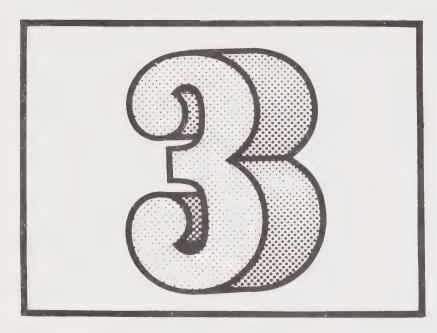
4. Electrical, telephone, and related distribution lines should be undergrounded in all commercial and residential areas, except where special local conditions such as limited visibility of the poles and wires may make this unneeded; in appropriate civic, light industrial, or other areas; and generally along freeways, scenic routes, and heavily traveled streets. Programs should lead systematically toward eventual undergrounding of all existing lines in such places, and significant utility extensions there such as in new subdivisions should be installed underground from the start.

POLICIES ON URBAN DESIGN AND PRESERVATION

- 1. The City will pursue a continuing, comprehensive process of urban design to seize opportunities as they occur and direct physical changes toward a more efficient, more livable, more beautiful, and more dramatic urban environment.
- 2. The City will see that all public facilities -- in addition to their being individually well designed -- form in the aggregate a logical, visible framework which organizes and stimulates private development.
- 3. The City will undertake, and encourage others to undertake, efforts to improve the general quality of design in Oakland -- through such means as programs to alert citizens to the appearance of their community or architectural competitions, awards, or other incentives.
- 4. Every effort should be made to preserve those older buildings, other physical features, sites, and areas which have significant historical, architectural, or other special interest or value.

POLICIES ON LAND USE REGULATION, MIXTURE, AND TRANSITION

- 1. The City will employ zoning or other land use regulations to ensure that land uses are compatible with their surroundings and to promote appropriate design and on-site conditions for residents or other users.
- 2. The City will see that the land use regulations applying to each area are compatible with its particular desired functions and character, and where appropriate provide for an orderly transition of use type or density over time.
- 3. In areas which now contain a significant mixture of housing and industries, special steps should be taken to mitigate conflicts between these uses.
- 4. The City will rezone residentially used areas in the industrial belt from industrial to residential zones only if the areas to be rezoned are predominantly residential in use and of sufficient size, location, character, and layout to provide a significant residential environment for households living there.
- 5. In general the boudary between areas or zones of potentially inharmonious land uses should, where practicable, run along rear property lines rather than down the middle of a street.



Residential Uses

A great deal of Oakland consists of single-family homes, apartments, and other residential uses. Beside their geographical prominence, these uses also have critical importance in human terms: as the housing and the neighborhoods where all Oaklanders spend much of their lives.

General Population and Housing Trends

Oakland's total population has decreased from 385,000 in 1950 to 333,000 in 1977. Predicting future population is difficult, and subject to many uncertainties. However, it is expected that for the foreseeable future Oakland's total population will stabilize at about the 1977 level.

In contrast, the number of housing units has been growing. For example, while population shrank by 1.6 per cent between 1960 and 1970, total housing units increased by 3.6 per cent. Things like freeway and BART construction, redevelopment, and code enforcement have

removed many units, a large share of them in one- or two-family dwellings. However, these losses have been outweighed by new construction, most of it multi-family buildings. Looking to the future, a continued demand for new units is expected.

The contrast between population and housing trends is explained by a sharp decline in average household size. That decline has reflected an increased tendency toward one-person households, and decisions by many young couples to have fewer children. The proportion of Oaklanders under 18 has decreased, while the percentage of young adults has grown.

One thing these trends suggest is the need for more one-bedroom and studio units. However, some young people have chosen, instead, to live as groups in collectively owned or rented large houses. Furthermore, there has been a continuing shortage of large, sound housing units at a price that lower-income families can afford.

A high percentage of Oaklanders have low or moderate incomes. They have been hit especially hard by the rapid escalation of housing prices, both for new and existing units. (The cost increases have hurt even middle-income households, apparently pricing many of them out of the homeownership market.)

Oakland also houses a large share of the Bay Region's minority population. Over half of all Oaklanders now are either nonwhite or Spanishheritage. However, in their places of residence they are still to a high degree segregated from non-minority white Oaklanders. This pattern seems in part to reflect lingering discriminatory practices, but economic factors are probably more important. A greatly disproportionate share of minority households have low or moderate incomes. Therefore the fact that lower-cost housing has remained heavily concentrated in the flatlands has tended to concentrate minorities there, too.

General Strategy

Planning for residential land use should obviously support the City's housing programs, which are discussed further in the Comprehensive Plan's Housing Element. Special attention should be paid to possible impacts on disadvantaged groups such as lower-income families, minorities, and the elderly.

Much of the necessary action will have to be taken outside Oakland. Oakland is part of the greater Bay Area housing market, and the broad housing needs must also be addressed by regional agencies and by cities and counties elsewhere within the region. Particularly needed are efforts to provide new housing opportunities for lower-income households and minorities in the suburbs.

Within Oakland, residential land use planning should give primary emphasis to conserving existing housing and neighborhoods. Rehabilitation of existing dwellings, because it tends to be cheaper than new construction, can usually go much further in meeting lower-income housing needs. It also tends to involve less social disruption, and less adverse effect on the physical environment.

However, suitable locations should also be provided within Oakland for new construction. Some will be needed to give new housing opportunities for lower-income Oaklanders. It is also desirable to provide opportunities for more middle- or upper-income people to move into Oakland. Some new construction will be needed to adjust to family-size trends, to meet the demand for new kinds of residential environments, and to replace badly deteriorated old housing.

The challenge is to see that the new housing is so located, and so designed, that it is consistent with the City's main priority of housing conservation.

Neighborhood Preservation and Rehab

Soaring construction costs and a renewed popularity of central-city living have underscored the validity of conserving existing houses. A sturdy woodframe dwelling can last almost indefinitely if it is well maintained. Over time, some individual structures will need replacing. However, this can be done on an "incremental," lot-by-lot basis -- and not necessarily at a higher density -- as long as the neighborhood as a whole continues to be seen as a good place to live.

Keeping a neighborhood desirable, thus discouraging serious decay from even starting, is the most basic way to minimize housing rehab costs.

HOUSING DETERIORATION

Like most central cities, Oakland has a housing supply which is relatively old. Though most of the housing is in sound condition, there are also many substandard buildings. These are heavily concentrated in lower-income sections of the flatlands. Some of the substandard units are beyond saving, but typically most are suitable for rehab.

Housing blight may extend beyond Building or Housing Code violations as such. For example, highly visible problems like poor yard maintenance can give a blighted look to some neighborhoods where most of the dwellings themselves are structurally sound.

A variety of remedial actions will be needed including code enforcement and related programs such as relocation aid and provision of, or assistance in obtaining, rehab loans or grants. The latter are especially important because the occupants of substandard housing are usually lower-income people.



ARCHITECTURAL VALUES

One potential problem is that insensitive rehab of an old building can destroy the very features that make it a valuable part of the cityscape.

Oakland has an architectural wealth and diversity that the suburbs cannot begin to match. There are Victorians in West Oakland, Chinatown, San Antonio, and Fruitvale; Shingle Style houses in Rockridge and the areas above Lake Merritt; neoclassic dwellings in North Oakland, West Oakland, and San Antonio; and many other interesting styles. Many of these buildings have hand-crafted features -- both outside and inside -- that cannot be duplicated at today's costs.

In rehabilitating attractive older buildings, it is important to respect those architectural elements that were significant to the building's original style.

NEIGHBORHOOD PRIDE AND IDENTITY

One of the best ways to conserve a neighborhood

is to encourage pride in it -- and in the special features that give it its identity. The rich diversity of Oakland's neighborhoods -- in both physical and social terms -- is another of their prime assets.

In a sense, there are many different Oaklands: on many issues, residents can relate most easily and directly to their own neighborhoods. Oaklanders have increasingly become involved in changes affecting their neighborhoods. Local groups have sought to oppose perceived threats, or to promote or even carry out small-scale improvements like miniparks or clean-up programs. Beside the tangible results, such actions also have important psychological benefits. They increase people's confidence in their ability to improve their own communities.

Community Facilities, Traffic, and Parking

To back up housing conservation efforts, adequate public facilities and services are needed. Yet many of Oakland's neighborhoods are quite deficient in some of these. For example, serious deficiencies in neighborhood- or community-level parks and recreation space are common in the flatlands (especially in East Oakland) -- though parts of the Lower Hills are also quite deficient in neighborhood-type acreage. School capacity has been a problem in some parts of Oakland, and various areas are deficient in other kinds of public facilities and services. Deficiencies in commercial facilities are also relevant. Some residential areas are not conveniently served by basic retail establishments like supermarkets or drug stores.

Neighborhoods are also faced with various traffic and parking problems (remedies for which are discussed in the City's Circulation Element). Some streets have curbs, gutters, or sidewalks which are either deteriorated or lacking altogether. Much more widespread are the absence of street trees and the presence of ugly overhead utility lines and poles. Street capacity does not appear to be deficient within most residential areas, except perhaps on some deadend or narrow streets.

In fact there is usually excess capacity. Wide streets attract through traffic into many neighborhoods, bringing noise, endangering children, and generally reducing livability. On the other hand, in some areas there is a shortage of curb parking. Finally, many residential blocks are a long walk from the nearest bus stop -- or at least from one with frequent service.

In shaping programs to deal with these problems, a variety of local conditions and viewpoints should be considered. Residents of different neighborhoods may have very different priorities. Some may have implicitly traded off ample public facilities, or easy access, for other values. For example, to people living in the Northwest Hills, views or a rustic atmosphere may be prized more than curbs, sidewalks, and nearness to playgrounds.

Mixtures With Nonresidential Uses

Beside such obvious choices as parks and elementary schools, other civic land uses may also be appropriate within a residential area. These are discussed in Chapter 5. Incidental, low-visibility "home occupation" businesses, which a resident may conduct at his own dwelling, can be acceptable if adverse external effects are avoided. In some kinds of situations, even regular shops or offices may be appropriate — and criteria for these are presented in Chapter 4. Furthermore, in some whole areas — like certain commercial sections or major streets — a substantial mixture of housing with offices or other establishments may be desirable.

As for undesirable land use mixtures, Chapter 2 has already discussed strategy for ameliorating those situations where housing and industry are now badly intermixed. To prevent unsuitable new mixtures from occurring, it is important to keep housing concentrations out of other areas planned for industrial use.

Vacant Lots in the Flatlands

In many parts of the flatlands there are numerous small scattered vacant lots, most of which resulted from demolition of substandard or abandoned houses. For example, a survey by the Trust for Public Land in 1976 found nearly a thousand within the East Oakland Community Development (CD) Districts alone. These vacant lots represent a special land use problem in those areas which lack the "economics" to make early private construction on them likely. They sprout weeds or collect junk, and to nearby residents they often become a symbol of neighborhood decay.

Interim steps can be taken to remove debris and weeds, but what future land uses are desirable on these lots? The Trust for Public Land has promoted the idea of "community vegetable gardens," and a number have been created in Oakland. These are desirable, but it would be unrealistic to expect such gardens to occupy more than a fraction of the properties in question.

Another possibility is a public mini-park. However, most of the vacant lots are too small, or inappropriately located, for this purpose. Mini-parks are quite expensive to build and maintain, and in many areas could not be justified. A public park should not be built just to get rid of an unsightly vacant lot.

An alternative to a City park would be one developed and maintained by local residents, but this also involves costs and, perhaps, questions about its permanence. Another possibility, at least as an interim step, would be planting with low-maintenance ground cover or trees.

Especially for small lots, one option is fencing off by a neighboring resident as part of his private yard space. Vacant lots might also be used for churches, day-care centers, or other compatible nonresidential uses.

However, for most of the vacant lots the best future use seems to be "infill" housing, In some cases this may be a long time coming, and the hope is that neighborhood stabilization or



improvement will serve to encourage development. Meanwhile some parcels might be developed with the help of public subsidization, and that in turn might stimulate private development on other lots.

The infill housing need not always involve new construction. Houses could be moved onto these vacant lots from elsewhere -- from City street widenings or park expansions, for example, or from private construction projects.

Density and Dwelling Type Decisions

Perhaps the most complex issues about residential land use concern changes in density and dwelling type. These largely involve new construction, but conversions which create new housing units within an existing building are also relevant.

"Density" generally refers to a ratio between

land area and the number of units, rooms, or residents (for example, 1,000 square feet of land per unit or 50 persons per acre). "Dwelling type" refers to such distinctions as single-family houses and multi-family dwellings, as well as structural types like row houses and high-rises. There is some correlation between density and dwelling type, but there are many exceptions. For example, a garden apartment complex may have a lower housing unit density than an equal area of single-family homes on small lots.

EXISTING PATTERNS

Map 1 on page 7 shows the density pattern as of 1978, though the actual details are much more complex than a map of this scale can convey. At any rate there is a remarkably wide range of housing densities within Oakland. There is also a wide range of dwelling types and of areas with different degrees of homogeneity according to dwelling type.

In most of the lower-density areas shown in the Hills and Lower Hills, virtually all the housing is single-family detached dwellings -- with one exception being some clusters of townhouses or twofamily structures within planned unit developments. Of the extensive low-medium-density areas in the flatlands and foothills, some are also exclusively single-family while others contain at least a sprinkling of duplexes or multiples. In the medium- and high-density areas, apartments or two-unit structures are more important, though most of these areas also contain some one-family dwellings. Many nonresidential areas contain housing. For example, there are apartments over (or between) many stores along commercial strips, and there are a number of residence hotels downtown.

(Most of Oakland's high-rise residential buildings are in the Central District and around Lake Merritt, or in some sections north of there like the Piedmont Avenue area. However, high-rises -- either publicly-assisted or for the elderly -- can also be found on a few sites in West Oakland, East Oakland, or the Lower Hills.)

While the majority of Oakland's neighborhoods are more or less solidly built up, there are many exceptions which raise the issue of infill development. The scattered vacant lots in flatland neighborhoods have already been discussed. There is also much vacant land in the Hills. Some of this is in large tracts like those on which several planned unit developments have been built in recent years. However, in some neighborhoods -- especially in the Northwest Hills -- the houses are interspersed with small vacant lots which have been bypassed till now for reasons like steep slopes or poor access. Also, many of the large developed homesites in the Hills are big enough for further subdivision. In situations like these, there has been some scattered construction of single-family homes.

In the flatlands and foothills, recent construction has typically involved removal of one- or two-family dwellings to make way for new apartments. Most private-market apartment construction has been in the middle- to upper-income areas around and north of Lake Merritt. Apartments have also been built in various low-or moderate-income sections, though most of those units have been publicly-assisted.

ZONING ISSUES

In much of Oakland the residential zoning pattern has been quite different from the actual density pattern. Large sections of the flat-lands have been zoned for apartment construction at much higher densities than the present housing. In many parts of the Hills, the zoning has allowed much smaller homesites than typically exist.

Disparities like these, which are sometimes called "overzoning," have been criticized on various grounds. In some areas, they may contribute to "undermaintenance" of existing houses because of speculation by owners who look toward new, higher-density construction on their land and therefore do not regard their present housing as a long-term investment. Other owners may be led to feel that upgrading their homes would be futile if major change in the neighborhood is likely.

It is also argued that overzoning gives little chance to concentrate higher-density construction in the best places, and leads to a scattered pattern where major projects could impair the livability of many lower-density neighborhoods.

In response to these and other arguments parts of the flatlands have been downzoned in recent years. (A "downzoning" is a change that reduces allowable density, while an "upzoning" is one that increases the number of units that can be built.)

However, there are also arguments against down-zoning. It is charged that sharply reducing the supply of higher-density zoning may lead to increased land costs and thereby hamper needed new housing construction. Downzonings may bar projects which would financially benefit existing landowners—or, in certain cases, projects which might also benefit the broader neighborhood by replacing unsightly vacant lots or nonresidential uses. In some specific areas, downzoning may discourage increases in assessed valuation and tax revenue. From another perspective, overly restrictive downzoning could unduly narrow the choice of living environments, precluding some locations that would be desirable for new housing.

All these concerns suggest that decisions on zoning should be made carefully, with due attention to all the factors involved.

CRITICAL FACTORS

In rezoning or other decisions involving densities and dwelling types, certain factors tend to be critical.

Existing Density and Dwelling Types

Once a residential area has been built up at a particular density, people become accustomed to it. If later construction substantially exceeds the existing density, this can be disturbing -- both visually and in terms of conditions like increased traffic. However, the effect depends on the local situation.

The impact is likely to be strongest in those areas

which previously had a uniform density or dwelling type. In many such areas restricting construction to, say, single-family dwellings may be important to the area's visual character or property values. (Many people, of course, prefer to live in exclusively single-family areas.) On the other hand, a divergent new project can be less noticeable -- or, perhaps, seem more reasonable -- in an area which already has a number of comparable structures.

The degree of actual visual change is also relevant. A density increase may not be readily visible where it involves only the interior conversion of an existing dwelling into several units. (Some parts of Oakland contain many large older houses with a potential for such conversions.) As for new construction, relative building scale may be important. For example, a duplex in a single-family area will stand out much less than a larger-scale project, especially if its size or design makes it look like a one-family home.

Just because an area already has a high overall density, this does not necessarily mean that future projects should be permitted an intensity that great. Some areas may be near or over their practical capacity in terms of livability. For example, in certain parts of Adams Point that are distant from Lakeside Park there are rows of massive apartment houses with the main "breathing spaces" being the yards around the few remaining small dwellings.

On the other hand, it would be wrong to confine all high-density construction to existing highdensity areas. There are other areas where such development would be suitable because of other factors discussed later.

Furthermore, it is desirable for many residential areas -- even lower-density ones -- to have a mixture of different dwelling types. This can encourage a healthy local balance of age groups and household types. It can help individual households, as they age and their needs change, to make an easy transition to new quarters without having to leave their own communities.

It can also increase locational choice for apartment dwellers in general, many of whom may wish to live within lower-density areas. One concern here is that undue segregation of dwelling types can have exclusionary effects. Sometimes a motive for "keeping out apartments" may be to keep out the types of people who would rent the apartments.

The planned unit development technique is one way to achieve such mixtures. This approach is especially promising for the Hills, where development on large vacant parcels could accommodate varied dwelling types without impairing the single-family character of adjoining areas.

One special dwelling type is the high-rise. In many areas there may be objections to a tall building that would not apply to a low-rise project with the same number of units per acre. People may feel that a high-rise would conflict with the area's visual character, or intrude upon prized views. Yet in some places a high-rise structure would add welcome variety to the cityscape. A high-rise may also be desirable because it makes more economic use of prime land or provides amenities such as views for its occupants. Well designed high-rises may be appropriate at quite a few locations in addition to the main existing high-rise area near Lake Merritt.

(As a general rule, the most suitable places for high-rise housing are likely to be: (1) on or near selected major streets (especially ones with long commercial strips) and (2) in certain areas which are already built up with three-story apartments or other large-scale buildings.)

Finally, a concern related to, but distinct from, density is the existing lot pattern. In an area of nothing but small lots, it may be hard to assemble a big enough site to make construction worthwhile. In contrast, where there are big lots development may be more feasible, and there will be room for extra yard width or other features that could make a given density more acceptable.

The lot pattern is important even in undeveloped areas, if the land has been sold off into homesite-

sized parcels. Some parts of the Hills have been subdivided into lots which are too small or narrow or relate poorly to the topography. In such cases, resubdivision into more workable parcels would be desirable.

Existing Historic or Architectural Value

Many of Oakland's architecturally or historically interesting houses are scattered widely, and interspersed with other dwellings. However, many others tend to be concentrated in particular areas. Indeed the visual character of many of Oakland's neighborhoods depends heavily on the dominance of one or more house styles. There are even a number of small areas where every dwelling is of the same style -- one fine example being the enclave of Spanish homes along Castello and Cordova Streets just off Fruitvale Avenue. The more dependent an area is on such architectural consistency, the more harm could be done by discordant projects.

Wherever it is located, the survival of an interesting older building could be threatened if the zoning encourages a major density increase in the vicinity. This is not to say that new development must avoid all these locations, for at some of them a density increase may be quite desirable because of other factors. If some older structures are to be sacrificed, though, their relative rarity should be considered. The rarer a particular housing style -- or type of cityscape -- is within Oakland, the more zealously it should be guarded.

Special attention is also due of course to those individual structures, of any style, which have unusual architectural or historical interest.

Existing Housing Condition, Price, and Owner-Occupancy Rate

It is generally preferable to avoid density increases which would tend to remove large amounts of existing sound or readily rehabilitable housing. From this viewpoint, good locations for a density increase are those which contain rela-



tively few existing units or which now contain badly deteriorated units. Admittedly, the demolition of existing units may often be offset by the creation of desirable new housing opportunities. However, there is special concern whenever many low- or moderate-income units would likely be removed -- without replacement -- to make way for new units of much higher price.

Furthermore, an area's existing price level may tell something about its desirability for the extra residents that a density increase would bring. Where rents and home values are low, this tends to reflect a relatively poor residential environment, By the same token, however, the low real estate prices can mean an important saving on acquisition cost for desirable projects. These projects might include publicly-assisted housing -- in locations, that is, which meet the Housing Element's special criteria therefor.

It is also preferable, in general, to avoid major density increases in built-up areas which have a high rate of owner occupancy. Such density increases could displace many existing owneroccupants either directly or indirectly. The Housing Element encourages owner occupancy in general, and a high ownership rate is one good indicator of neighborhood stability.

The Natural Setting

As emphasized in Chapter 2, there are many areas where the natural environment puts significant constraints on the density of development. This is especially so in the Hills where, for example, intensive development could aggravate, or expose more people to, hazards such as landslides and brushfire. Another concern is that some sections of the Hills are getting crowded in terms of the topography and the special semi-rural character that originally gave them their appeal.

Each area of the Hills, and to some extent each site, is topographically and ecologically unique. The proper density depends on the particular local conditions. These involve such things as slopes, underlying geology, drainage patterns, vegetation, and relative value as wildlife habitat. The presence of significant tree cover may make new structures less visible, and thereby allow a somewhat higher density than on open land.

Where a large site contains a relatively flat area of substantial size, this may suggest clustering the units within that portion. However, this is by no means the model for all hillside development. On some steep sites there may be no logical place for such a cluster, and it may be better to have scattered houses on big lots.

On other sites, small-scale clusters of two or more houses may be desirable. Another possibility for some locations might be putting two units in a single structure, either side-by-side or one above the other. By leaving more room between structures, this could reduce the "box-car" effect one gets from a long series of detached houses hugging the street around a hillside.

Transportation

It is desirable for the highest densities to be in highly accessible locations.

One idea this suggests is having corridors of relatively high density along major streets -expecially along those streets which have, or have the future potential for, frequent bus service to major destinations. (A frequently cited guideline for walking distance to a bus stop is a quarter mile -- though a shorter distance is desirable, especially on sloping streets.) Rather than being confined to the lots directly abutting the major street, such a corridor might extend for, say, a couple of blocks down the side streets. That could reduce noise exposure and conflicts with arterial traffic. However, a high-density corridor is not appropriate along every major street. Demand for that much housing does not exist, and along many major streets high density may be undesirable because of other factors.

On the other hand, it may be desirable for density to be relatively low where access is more difficult, as on a deadend or particularly narrow street. Shortage of curb parking may also be relevant in some areas.

Transportation implications depend partly on the kinds of household involved. For example, nearby bus stops tend to be especially important for elderly residents.

Noise

Much of Oakland is admittedly noisy, some of it too noisy for housing. However, many moderately noisy locations along Oakland's major trafficways do offer compensating benefits of accessibility, nearness to shopping, or in certain cases the chance to replace undesirable strip commercial uses. Interior noise levels can be reduced by including noise insulation in the dwelling. Noise may still be a problem for outdoor living areas, though, unless features such as building placement or barriers can adequately control on-site noise levels.

Nearness to Shopping and Employment

It is preferable for high- and medium-density housing to be within easy walking distance (a quarter mile, perhaps) from major shopping facilities. This tends to reduce auto usage by residents, and helps provide customers for local merchants. Location near shopping is especially desirable for elderly housing.

It is also desirable to locate high- or mediumdensity housing within reasonable walking distance (a half mile, perhaps) from commercial, governmental, or institutional employment centers.

Public Facilities

As a general rule, it is desirable to avoid major housing development in those areas which are seriously deficient in parks, recreation space, or other public facilities. There may of course be certain deficient areas where new housing is quite desirable for other reasons. To accommodate such development, increasing the capacity of public facilities may be warranted in some of these areas. However, local government's ability to do this is limited because there are already so many deficiencies for existing development. Correcting those deficiencies should, in general, take priority.

Development within deficient areas may be more acceptable if the burden on the general public can be eased. This might be done, for example, by creating a special assessment district to pay for the parks or other facilities that a density increase would call for. As another example, a planned unit development or other specific project could become partly self-sufficient by itself providing the recreation space that its future occupants will need.

Project Design Quality

A well designed higher-density project tends to be acceptable in more places than a routine one. In other words, there are often trade-offs between density and design. Good design refers

here not just to aesthetics, but also to such matters as the adequacy of a project's recreation and parking facilities and the project's general livability.

If a project's design quality is great enough, a density bonus could be acceptable in some cases. For example, a high-rise building might be carefully designed to relate well to surrounding buildings, to minimize blockage of views, and to provide more open space than a routine low-rise project would. In some cases those features might, in effect, compensate the neighborhood for the extra density involved.

On the other hand, an area's suitability for new housing may be lessened where past projects have been poorly designed. In some areas, for example, many existing apartment buildings have inadequate open space and are so designed that they impinge on the livability of neighboring lots.

OTHER RELEVANT FACTORS

There are many other factors which may be critical to density and dwelling type decisions in some areas, or which may often be appropriate to consider as general background data. Among these are the following:

- existence of ''problem'' vacant lots or nonconforming industrial or other uses (especially if their replacement might be unlikely at the area's prevailing housing density);
- odors or other operational effects from nearby industrial or commercial areas;
- unsightly things like sign clutter -- or, on the other hand, unusually good views;
- 4. local crime rates;
- 5. land values;
- the pattern of recent new construction or renovations;



7. general information on the area's residents, such as their age composition or income levels.

APPLYING THE FACTORS

Local citizens should have a strong voice in the consideration of density and dwelling type issues. However, the City cannot rely solely on expressed citizen views. It must also make its own objective analysis of the relevant factors.

The essentials of such an analysis are provided by the density and dwelling type policies listed near the end of this chapter, together with Chapter 2's relevant general policies such as those on noise and relation to the natural setting. (These policies apply to both private-market housing and publicly-assisted housing. The latter is also subject to the special criteria prescribed for it by the City's Housing Element.)

Deciding About a Specific Area

Many decisions, such as on rezonings, will concern one or more specific areas.

An "area" can of course be defined in many ways. The size and boundaries of the area, or areas, to be analyzed should in each case depend on the local conditions. In neighborhoods with a relatively uniform character, the units of analysis can be large. However, other neighborhoods are divided up into more subsections, by things like breaks in the street pattern or changes in the age, style, or density of housing. In part of the Clinton Park neighborhood, for example, there are strong contrasts almost from every street to the next. Such finer-grained distinctions can be very important, sometimes suggesting major differences in desirable density or zoning.

In some locations appropriate density will be strongly affected by local noise levels. In some areas, in the Hills or elsewhere, density will depend heavily on natural environmental factors such as slopes or geology. However, in built-up residential areas the man-made setting tends to be the major constraint. Within built-up areas new housing should in general not greatly exceed the average density of the existing housing -- though with three important exceptions:

- 1. A density increase may be appropriate if the area rates very well, overall, in terms of the density "preference" criteria -- accessibility, nearness to shopping, etc. -- listed in policy 2 on page 40.
- Some increases beyond the present density may be reasonable in various areas which already contain a number of comparable projects.
- 3. It may be desirable, even from the neighborhood's viewpoint, to provide for some projects at a higher density in certain areas where there are special conditions -- for example, incompatible

land uses which might thereby be removed.

(On the other hand, as noted earlier, there are some overbuilt areas where it may be undesirable for new housing to be as high in density as the existing.)

In any case, policy 2 will give one indication of the appropriate density in relative terms. The more of its criteria an area meets, and meets well, the higher the density that will tend to be appropriate. (An area need not rank high on all the criteria to get a respectable overall rating, for the policy allows for some tradeoffs among them.)

Policy 2 also implies something about the timing of development. In certain areas a density increase may be inappropriate right now, but acceptable later on when more of the criteria can be met. For example, it may need to wait for future street extensions or new parks.

Furthermore, the policy may imply priorities among different areas. It suggests that higherdensity construction should, in large part, concentrate first in those areas which meet the criteria best.

Where a density increase is desirable in an area, it is not necessary to place it, in advance, in a zone which permits higher-density construction outright. Such "pre-zoning," which might be likened to a blank check, is inappropriate in many situations. For one thing, it does not provide review of -- or opportunities for citizen input on -- specific projects, their design quality, or the suitability of their particular locations. On the other hand, in many areas which it is desirable to keep at about their current average density, it is not essential to put them in a zone that flatly prohibits everything different: as we have seen, some exceptions may be quite in order.

The real concern is that the zoning controls that apply to an area be <u>compatible</u> with its desired character. In some more or less uniform areas where it is important to maintain

that uniformity, a relatively inflexible zone may be appropriate. In other situations, prescribing design standards in advance for higher-density construction may be enough. In many areas, though, there should be case-by-case review of at least some types of projects.

Deciding About an Individual Project

The criteria discussed above are also relevant to decisions by the City on individual projects. Because the results are more predictable with a specific proposal than with an areawide rezoning, more refined judgments can be made. The decision can take into account the project's specific site and design quality, as well as data on the size of units or type of households to be accommodated. In some cases this may warrant a density higher (or lower) than for an average development. For example, more units might be allowed in a project for the elderly.

Considering the Cumulative Effects

It is important to keep in mind the <u>cumulative</u> effects of the many rezonings and other decisions on specific areas or projects.

Oakland's land use regulations should provide, in the aggregate, enough suitable potential development sites to allow the meeting of reasonable housing demand. If there are too few sites for developers of, say, apartments to choose from, property owners may ask higher prices for their land and thereby make many projects unfeasible.

It is not essential for the needed land to be prezoned. Provisions which allow good projects subject to special review can fill at least much of the need, if they can be invoked at enough locations.

On the other hand, especially with pre-zoning, it is possible to have too much land for higher-density development. It is assumed that the future rate of housing construction, for Oakland as a whole, will be only moderate. Overzoning of extensive areas where new construction is unlikely could contribute to undermaintenance of existing dwellings.

There should, though, be enough variety of potential locations to allow for new housing with a wide range of dwelling types, densities, locations, and kinds of surroundings. Furthermore, such variety is desirable (to the extent consistent with local conditions) within most major sections of Oakland. This can help promote social integration, as well as letting more people live close to their workplaces.

FUTURE DENSITY PATTERN

Map 2 (on page 17) and its overlay show a future density pattern intended to reflect the Comprehensive Plan's written goals and policies, including the density criteria discussed above. They also reflect assumptions about future housing demand and construction within Oakland. The basic map (when compared with Map 1) depicts certain areas for major density increases, while the overlay shows some additional ones which might be considered lower-priority areas. However, the actual timing of residential development may depend largely on the demand for new housing. Furthermore, if future demand is relatively less or more than assumed, then density increases may be needed in either fewer or more areas than are shown.

(Some of the density increases shown also depend partly on local changes, such as park improvements or noise reductions, which would make the increases more desirable than at present.)

The density category shown for any given area is quite broad, but this does not necessarily mean that anything within that range is acceptable. Development is also dealt with by the Plan's written policies, which provide further guidance. Besides, the density shown for each area is an average, and a balance of higher and lower densities within the area may often meet the Plan's policies. (In some planned unit developments there may be clusters of housing at a higher density than the map shows, balanced against other portions left as open space.) Also, proposed unit densities may rely partly on present

unit-size characteristics. Sizes vary widely among areas, as do the implied numbers of residents -- and they may change in future. An analysis of a few sample blocks in each category using 1970 Census data produced the following information:

TABLE 1

APPROXIMATE NUMBER OF ROOMS AND PERSONS PER HOUSING UNIT BY DENSITY CATEGORY: OAKLAND, 1970

Density Category Used on Map 2	Approximate R Average of:	ange and
(Square Feet of Land Area Per Housing Unit)	Rooms per Occupied Unit	Persons per Occupied Unit
Suburban		
(10,000 or More)	$5\frac{1}{2}$ to 8 $6\frac{1}{2}$	2^{1}_{2} to 4
Low		
(5,000 - 9,999)	4½ to 7	$2^{\frac{1}{2}}$ to 4
Low-Medium		
(2,500 - 4,999)	4 to 6 5	2 to 5 3 ¹ / ₂
Medium		
(1,500 - 2,499)	3½ to 4½ 4	2 to $3\frac{1}{2}$ $2\frac{1}{2}$
High		
(Less than 1,500)	2½ to 4 3½	$1\frac{1}{2}$ to $3\frac{1}{2}$

Comparison between Maps 1 and 2 suggests that most of Oakland's residential areas will stay at something like their present densities. However, there

will still be many opportunities for new construction in appropriate places.

New housing is desirable within most of the large vacant sections of the Hills, though typically this should be at especially low overall densities because of the local environmental constraints. Much of the construction here will be single-family homes but -- at least within planned unit developments -- two-family or multifamily dwellings are also desirable in appropriate locations.

Single-family or other lower-density construction can also occur as <u>infill</u>, on vacant lots or other sites within many existing neighborhoods, in both the Hills and foothills and the flatlands.

There will also be many opportunities for mediumor high-density projects. It is desirable for much of this development to occur within existing higher-density areas -- or, rather, those ones where conditions are suitable for further development. However, Map 2 proposes some density increases that would bring certain additional areas up to medium or high density. These are typically moderate-sized areas with relatively good bus service, particularly near commercial centers like Dimond or MacArthur/Broadway. Many other areas -- though staying at relatively low overall densities -- can accommodate occasional projects of medium or high density where such projects would be consistent with the Plan's policies.

The choice of suggested locations for density increases depends partly on an assumption that future apartment projects will be more sensitively designed in relation to their surroundings than they have usually been in the past. For example, one potential location for new apartments is the section of Richmond Boulevard just below Glen Echo Park where the lots with their good landscaping and big trees combine with the topography to create an attractive, almost rustic setting only a short walk from Broadway. Poorly designed apartment projects here could quickly destroy this special character. Yet

thoughtfully designed ones could respect, and benefit from, this setting -- and might also be appropriate in many other comparably sensitive locations.

Upon future closer study it may be found that some different areas meet the criteria for an overall density increase as well as, or better than, some of those where the map shows an increase.

Furthermore, in many cases it may be found that two or more areas meet the criteria about equally well. In these situations the City can base its choice especially heavily on the preferences of the local residents.

Design of New Housing

The design of many recent projects has been a major source of citizen opposition to apartments. Complaints have involved such things as lack of play space; a building's cheap, stripped-down look; replacement of former front lawns with asphalt; and general insensitivity to neighborhood character.

Wherever new housing is built, it should be compatible with the particular area and its desired character. The project should also provide a good living environment for its own residents. That calls in part for sound construction and interior design, but it also involves the matters of exterior appearance and site planning which are discussed below. It is hard to generalize about design for the great variety of housing types, and neighborhoods, in Oakland. Housing in different areas should be designed very differently. Still, some broad principles can be stated.

(The discussion below applies to both privatemarket and publicly-assisted housing. For the latter, there are also the special criteria contained in the City's Housing Element.)

BUILDING FORM AND APPEARANCE

Making a new building compatible with its surroundings is largely a matter of proper scale. The structure's height and bulk, as well as its general appearance, should be harmonious with nearby buildings and also with the natural setting.

The acceptable degree of contrast between old and new generally depends on the area. In some homogeneous areas, for example, a close match is important. In some other areas significant contrasts may be acceptable, perhaps even new high-rise structures among existing low-rises. In any case, though, the new buildings should be made harmonious with the area's desired character.

"Articulation" is one way to help a large new building harmonize with surrounding small structures. This calls for breaking up the building's surfaces or shapes into smaller-scale units by means of variations in outline, surface details, or other features. For example, an apartment building with a long street frontage might have a series of bays in the front wall, echoing the scale of nearby single-family homes.

Accessways can also be used to provide articulation. For example, instead of a long, "motel"-type exterior access balcony, a two-story apartment building could have several separate entrances or stairways. This arrangement would also give the units themselves more privacy.

Other ways to promote harmony with the surroundings include careful use of colors, materials, and architectural features such as roof shapes. Where appropriate the theme for these might be taken from existing structures, thereby protecting -- or even reinforcing -- the area's visual character and identity.

BUILDING PLACEMENT AND ORIENTATION

The placement of buildings on the site, and their

interior layout, should be sensitive to the particular surroundings, especially the location of structures on adjoining lots.

It is desirable for windows to be properly oriented for sunlight and, especially with living room windows, for them to face an attractive yard or other good view. Conversely, it is inadvisable for windows to face things like unsightly signs -- or to get too close to a building on the next lot. It is also desirable to place the building so as to avoid reducing sunlight, views, or privacy for people on the adjacent lot.

This does not mean that the dwellings on neighboring lots must always be kept apart. Unless windows actually face the side lot line, side yards can be unnecessary in many high-density areas (not to mention townhouse developments). Even elsewhere, it may be desirable for developers of some adjacent lots to run windowless side walls right along (or close to) the common lot line, thereby allowing wider yards on the opposite sides.

The building should also be placed to harmonize with the adjoining street scene. In residential areas this usually calls for some front setback -- though in various special situations it may be better not to have a setback. (Along streets where the existing dwellings have a more or less uniform setback line, respecting that line can greatly help a new project fit in with its surroundings.)

In some locations, noise will be a major factor in building design. For example, along a major street it may often be desirable to put bedroom windows on the side away from traffic.

PARKING

Off-street parking should be adequate in amount, and located and arranged to be convenient and functional. However, it is also desirable to minimize its possible impact on livability of the project and of nearby lots. In general, it should be as inconspicuous as feasible. Putting it under the dwelling or in a garage or carport is desirable, though some projects' economics do not allow this.

A large, unrelieved open parking area within the front setback can seriously impair the local street scene, especially where several projects on the same block repeat this pattern. Front yard parking cannot always be avoided, and in some cases may be justified to conserve valuable open space elsewhere on the lot. However, a large front yard parking area calls for special attention to landscaping or screening.

Another way to reduce the impact of off-street parking is for adjoining lots to share a single curb cut and driveway. This reduces the total amount of paving, and allows landscaping or recreational use of the space that is saved.

Hillside development poses some special problems. Because of steep slopes, many dwellings have been built with carports or open parking spaces close to the street line. These situations call for special attention to avoid undesirable visual effects.

LANDSCAPING AND SCREENING

It is desirable for a front setback, even if it contains a parking area, to have an attractive appearance. Here, using similar landscaping to that in nearby front yards could be one way to reduce a project's visual impact. Furthermore, open areas such as patios elsewhere on the lot generally call for attractive greenery.

Trees are especially critical. They are desirable in the street right-of-way, at least where this contains a planting strip, but they are also welcome within the lot itself. For example, trees around -- or within -- a parking area can do a great deal to mitigate its visual effects.

Screening, either by dense vegetation or a fence or wall, will be needed in many situations. It can provide desirable visual separation between parking areas and neighboring lots, for example, or privacy for on-site patios. In some cases special screening may be desirable to reduce noise from nearby traffic.

Some lots where new construction occurs already



contain large trees. Saving them can give a big headstart on livability. There may be other existing features which can be worked into a project's landscape design: old structures like a decorative rock wall or wrought-iron fence, or natural features like creeks.

USABLE OPEN SPACE

Project design should seek to maximize the amount of on-site open space which is usable for purposes like recreation and relaxation. Shape and dimensions clearly affect usability. Long, narrow side yards are not very useful, for instance. Isolation can also be relevant: rear yards tend not to be used much unless they have significant dimensions.

In some areas or situations, it may be appropriate for all or most of the usable open space to be on decks or balconies rather than at ground level. However, in designing the location -- and the dimensions and surfacing -- of usable open space, it is important to think about the types of households that will occupy the housing. For example,

in a project designed for families with children, there will be demand for ground-level space with sizable dimensions and a durable surface.

Policies

The following are the City's policies concerning residential land uses:

GENERAL POLICIES

- 1. The City encourages private housing development in Oakland; it will provide assistance to developers regarding the types and location of units to be built and will attempt to expedite the development of desirable projects where necessary.
- 2. With the backing of sufficient housing subsidies where necessary, the City and its agencies will insist that all new housing units have those qualities and amenities that will continue to make them competitive on the private market.
- 3. The City will take all feasible steps to remove from the housing supply dilapidated units impossible to rehabilitate. However, it will first make certain that adequate and affordable substitute housing is available for those persons who must be relocated.
- 4. The City supports voluntary neighborhood efforts to correct blighting conditions such as trash and debris, peeling paint, and poor landscape maintenance.
- 5. The City encourages rehabilitation efforts which respect the architectural integrity of a building's original style.

- 6. Each neighborhood should be adequately served by such facilities and services as schools, parks and recreation areas, public transit, and appropriate utility services and shopping facilities.
- 7. In its capital improvement and public service programs, the City will give special priority to reducing deficiencies in, and disparities between, existing residential areas.
- 8. The City will seek to tailor its capital improvement and public service programs in residential areas as closely as feasible to particular local needs and wishes.

POLICIES ON MIXTURES WITH NONRESIDENTIAL USES AND ON VACANT LOTS

- 1. Residential areas should be protected from activities which produce excessive noise, dirt, or odors or generate heavy traffic.
- 2. The City will generally exclude new residential uses from areas planned for industrial use.
- 3. Most of the vacant lots within residential areas in the flatlands should be used for "infill" housing of appropriate type and density.
- 4. The City strongly encourages the moving onto flatland vacant lots, where appropriate, of dwellings which might otherwise be demolished for projects such as park expansions, street widenings, or private construction.

POLICIES ON DENSITY AND DWELLING TYPES

1. Within most built-up residential areas, the density of new housing should in general not greatly exceed the area's existing density.

- 2. In determining appropriate housing density for specific areas or projects, the City will generally give preference for relatively high densities to those situations which, on balance, best meet the following criteria:
 - a. the area's character does not depend heavily on an existing homogeneity of building scale or style;
 - b. there are few if any structures of architectural or historical interest, especially unique individual structures or representatives of styles that are relatively rare in Oakland;
 - c. a density increase would likely remove relatively few sound or readily rehabilitable housing units, especially lower-cost units;
 - d. the owner-occupancy rate in the vicinity is relatively low;
 - e. there is good accessibility, especially in terms of frequent and convenient transit service within a quarter-mile walk;
 - f. there is a significant shopping area or major retail establishment within a quarter-mile walk, or a major commercial or civic employment center within a half-mile walk; and
 - g. a density increase would not cause or aggravate serious deficiencies in park, recreation, or other public facilities.
- 3. The City will allow suitable mixtures of different dwelling types within a large proportion of Oakland's residential areas.

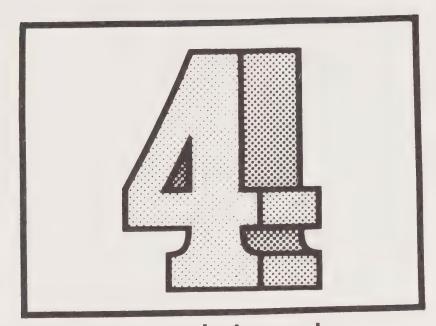
- However, it will restrain mixture where appropriate in order to protect areas whose desired character depends strongly on homogeneity of dwelling type.
- 4. The City encourages appropriate mixtures of different dwelling types within planned unit developments in the Hills.
- 5. The City will allow well designed highrise residential buildings in a reasonable variety of locations within Oakland,
 but will not allow high-rise housing
 where it would impair the desired visual
 character of the surrounding area.
- 6. The City will seek to ensure on a continuing basis that, in the aggregate, its land use regulations:
 - a. provide for enough suitable potential locations, for higher-density and other housing, to give developers a reasonable choice among alternate sites and avoid economic effects that would significantly interfere with the meeting of reasonable housing demand;
 - b. avoid excessive pre-zoning that allows higher-density development, without special review, in extensive areas where such development does not now exist and is unlikely for the foreseeable future; and
 - c. provide enough variety of suitable potential sites to allow for new housing with a wide range of densities, dwelling types, locations, and kinds of surroundings.

POLICIES ON DESIGN OF NEW HOUSING

1. A residential building's height, bulk, and appearance should be harmonious with nearby buildings, the natural setting, and the area's desired character.

Actual likeness to nearby buildings is usually called for where the desired area character depends strongly on homogeneity of building style or scale.

- 2. Residential developments should be designed so as to orient their own units to desirable sunlight and views, to avoid unreasonably blocking sunlight and views for neighboring buildings, to provide for sufficient conveniently located onsite usable open space, and to avoid undue noise exposure.
- 3. Residential building placement and landscape treatment should be harmonious with the adjoining street scene.
- 4. Off-street parking for residential buildings should be adequate in amount and conveniently located and laid out, but in general its visual prominence should be minimized.



Commercial and Industrial Uses

Although commercial and industrial uses take up much less land than housing, the areas they occupy are obviously vital in economic terms. Beside accounting for most of the jobs in Oakland, they also represent a high proportion of the City's tax base.

In much of this chapter, commercial areas are discussed separately from industrial areas. (The term "commercial" is used here for areas where the prevailing uses are retailing, consumer or business services, or offices, while "industrial" areas are those where wholesaling, manufacturing, or transportation predominates.) Yet often the distinction between these categories is not clearcut, and in some areas a mixture of appropriate commercial and industrial uses is desirable. On the other hand, even though Map 2 shows an area as commercial or as industrial, many uses within that category may be inappropriate. For example, some commercial areas are suitable for offices but not for most retailing.

General Trends and Concerns

Oakland's economic outlook, as reflected in employment trends and forecasts, varies greatly from sector to sector.

Manufacturing employment has significantly declined since 1960, though Oakland still has special advantages for some kinds of firms, such as printers, which may wish a central location or can use older buildings. Wholesaling employment has also been declining. However, Oakland's major role as a transportation center has brought new job opportunities in various trucking, warehousing, and seaport- or airport-related activities.

In contrast, there have been important job gains in business and consumer services and in finance, insurance, and real estate. This trend largely reflects the Central District's increasing role as a major office center. On the other hand, downtown retail jobs have significantly declined, while retail employment in Oakland as a whole has not grown much. Yet a large potential market exists for a regional shopping center in downtown Oakland.

These economic trends will affect the chronic local problem of high unemployment. Yet new investment will not automatically mean new jobs for Oaklanders, especially those with limited education or job skills. In 1970, less than half of all jobs in Oakland were held by Oaklanders.

Commercial and industrial changes are also relevant to the City's tax base, which is another major concern.

One problem affecting various industrial or commercial areas is that many of the buildings are functionally obsolescent. For example, lots of older factories do not lend themselves to new manufacturing technologies that need large horizontal areas for continuous processing. Many of Oakland's industrial areas have trouble competing

with newer suburban areas, because of things like access problems, small lot size, and especially lack of room for expansion.

Furthermore, the poor environmental quality of so many commercial and industrial areas deters both investors and shoppers. The environmental problems are not just physical. Crime is a major concern of merchants, residents, and industrialists alike.

General Strategy

The economic trends, together with the City's limited fiscal resources, suggest that a primary thrust of Oakland's economic development effort should be toward retaining existing firms. In some instances, this can be done through relatively low-cost public actions such as a street closing to allow a firm to expand. At the same time the City will actively encourage those types of new firms which are likely to be attracted to Oakland, such as office users and Port-related businesses. This may involve more expensive public actions, such as urban renewal.

In land use terms, this economic development approach implies an emphasis on preserving or improving Oakland's existing commercial and industrial areas. However, major land use changes are implied in some locations like parts of downtown and the waterfront.

Many areas will be affected to some degree by changes in business structure, technology, or demand which are hard to predict. For instance, though retailing as a whole has been establishing a pattern of fewer, bigger outlets, recent years have seen the spread of small convenience markets. As another example, a specialized cluster of establishments like antique stores may spring up in some unexpected location, perhaps because of the fortuitous success of one or two "pioneers." In planning and regulating commercial and industrial land uses, flexibility is needed to

accommodate those changes which could benefit Oakland.

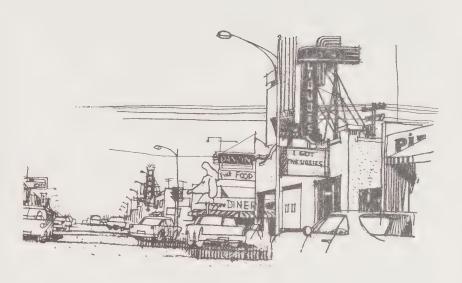
It is also important to protect, and in many cases greatly upgrade, the environmental quality of Oakland's commercial and industrial areas -both in themselves and in their relation to adjoining neighborhoods. This calls in part for effective crime prevention in these areas. Controlling adverse operational effects, such as noise, is also important. Tree planting or other physical improvements to the street right-of-way are needed in many areas. These would be especially valuable where they could either supplement specific renewal or economic development actions or beautify a highly prominent route such as East 14th Street or San Pablo Avenue. Plazas are desirable at strategic places like shopping or employment concentrations or major bus stops.

However, much of the needed improvement depends on better design of individual private developments.

Design

Construction and exterior remodeling projects should be designed to harmonize with their present or (where improvement is in order) future surroundings, in accordance with the area's desired character. Fortunately, more and more businesses are now recognizing these concerns and improving their projects' design quality. Oakland must encourage these trends, and not settle for inferior design. (Conceivably, requiring expensive design features might affect the feasibility of a project that could have economic benefits for Oakland. There may be some trade-offs between economics and environmental quality, and these will be kept in mind. However, better design usually can be achieved at a reasonable cost -- and makes good sense even in strictly economic terms.)

What is an acceptable level of design quality will vary greatly between areas -- for example, between a neighborhood shopping center and a general industrial area. Still, some broad statements can be made.



BUILDING APPEARANCE AND PLACEMENT

The poor appearance of hundreds of stores, driveins, and other structures is only too obvious. Many are garish or tawdry, and many have a needlessly cheap, "plastic" look.

To avoid such problems, good architectural design is needed. This calls for things like use of attractive materials or surfacing, sensitive proportioning of facade details (including signs), and tasteful choice of colors.

It also calls for buildings to be harmonious with their surroundings. Particularly close attention is appropriate in those places -- like the Grand Lake, Lakeshore, and Montclair Village shopping areas -- where more or less consistent building scale and treatment either exist already or are desired.

Harmony may be strongly affected by building placement. For example, there are certain locations like the Oakland Airport Business Park where setbacks are important to the area's character. By contrast, in some other places like the middle of a retail frontage, a project with a setback could be harmful if it discouraged shopper flow or disrupted visual continuity.

SIGNS

On-site signs are needed to identify businesses, and even off-premises advertising signs are suitable in many areas. However, far too many of the signs in Oakland today are unsightly and detract from their surroundings. Too commonly there are confusing assortments of signs -- of all sizes, shapes, and colors, some stationary, others flashing or moving -- that add up to chaos more than communication. Unsightly signs impose their presence on nearby residential streets. They also detract from the views of Oakland seen by travelers along major routes such as freeways.

The big outdoor advertising billboards are in some cases the worst offenders -- partly because they can be so grossly out of scale with their surroundings. For example, many low-rise commercial buildings have rooftop billboards that overpower them in visual terms. Furthermore, the supporting structures of many billboards are very unsightly.

Signs need to be compatible with their particular surroundings. This calls for suitable harmony of scale and appearance with nearby buildings, the street scene, and the area's skyline. Furthermore, where an area has a special design character the signs should respect that character.

OPEN AREAS, LANDSCAPING, AND SCREENING

Some kind of usable outdoor space is desirable in major projects designed to accommodate a large number of workers or shoppers. For example, a big office building might have a roof garden for its employees, or a ground-level plaza that could be shared by the general public. In some locations like the Oakland Airport Business Park, extensive landscaped yards may be important to the area's character.

But other kinds of open areas, such as parking areas, can be a significant visual problem. At least in areas near housing or frequented by the general public, it is desirable to soften the effect of parking lots with landscaping, or in some cases to screen them from adjacent uses by

shrubbery or a fence or wall.

Some new open uses create a special visual problem by exposing the previously-concealed blank wall of an adjacent building. This problem can be mitigated where appropriate by planting climbing vines or by painting, perhaps with an attractive mural.

Preservation of Older Buildings

Many commercial and industrial projects have involved the demolition of interesting older buildings which could have been saved and adapted to new use. Old structures should not be torn down just because they are old. Oakland has a legacy of commercial and industrial buildings from many periods and styles. These include, for instance, surviving Victorian storefronts, 19th- or early-20th-Century brick industrial structures, neoclassic banks from the 1920's, and art deco shops or movie palaces from the 1920's and 1930's. In some places the buildings give a special character to whole blockfronts or small areas -- a prime example being Victorian Row on Ninth Street between Broadway and Washington. However, many of the interesting structures are widely scattered. Many buildings that were once attractive have been defaced by clumsy "modernization."

Such buildings are among Oakland's major assets, in both environmental and economic terms. The lower-rent space found in numerous older structures is important for many firms, and provides opportunities for people with modest resources to open their own businesses. Even for businesses with ample financing, an elegant remodeling can be easier to achieve than an elegant new building. Structures that have become obsolete for some purposes may now be suitable for others.

Old brick lofts or warehouses, for example, can provide highly desirable space for activities like architects' offices or specialty shops. Interesting older buildings should be retained wherever feasible. Remodeling should be done with due respect for the architectural features that give them their charm.

Parking and Loading

Commercial and industrial areas need adequate parking. This does not mean, though, that every development has to have its own off-street parking facility. In many cases (such as a compact shopping area) it may be better to have a large, common parking area than individual facilities for each building.

Furthermore, the parking needs depend on the area. Areas with relatively good public transit may, for instance, need less parking. Some areas, though, do appear to have a significant shortage of parking, which has warranted public parking lots in various locations.

However, efforts to get more off-street parking, whether public or private, must be kept in balance with other concerns; it is possible to have too much parking. In some situations, providing a large amount of new parking might contribute to traffic problems. New parking facilities could also impair the local environment -- perhaps by removing valuable existing businesses or structures important to an area's function or character.

Commercial and industrial areas also need adequate provision for loading of goods. Loading space is especially important for large establishments which get frequent deliveries by truck.

Problem Uses

Certain kinds of establishments have tended to generate citizen protests. Controversial uses have included, for example, massage parlors and adult theaters. Bars, liquor stores, fast-food restaurants, and convenience markets also have aroused frequent opposition. Among industrial uses, scrap yards have tended to be unwelcome neighbors, even for some other industries.

Such uses may involve problems of a physical nature. These include such things as unsightliness in the case of scrap yards and latenight traffic in the case of convenience markets. However, opposition to many of the uses relates also to life-style conflicts, and to concern about possible anti-social behavior. There may be fear or dislike of persons who may visit, or loiter around, the establishments.

However, the controversial businesses themselves, and their potential customers, also have interests at stake. Some fair balance is needed between the conflicting interests.

There are ways to deal with problems without flatly prohibiting a business. Indeed, such techniques have already been applied in Oakland to various uses. One technique is to set specific standards that relate directly to problems — for example, a minimum distance between establishments to prevent undue proliferation on sensitive streets. Another technique is to require a conditional use permit. This allows review of each individual project and the setting of special conditions of approval, such as adequate placement of trash receptacles at a fast-food restaurant.

It still may be necessary to prohibit some uses from areas. For example, open industrial scrap yards are appropriate only in certain industrial locations. However, a large, diversified central city like Oakland should be able to accommodate almost any type of business somewhere within its borders. There should be some reasonably convenient sites where a firm could locate, at least if it met appropriate design or other criteria.

Development Intensity and Building Height

One valuable kind of information about commercial and industrial property is the intensity

of development. This can be measured by the "floor-area ratio," which is computed by dividing the total floor area of the building or buildings on a lot by the lot area. The height of the building is also important.

Existing high-intensity, and high-rise, commercial uses are largely concentrated in the Central District. The tallest buildings are found in the Core, where quite a few lots have floor-area ratios exceeding 7.0.

Most outlying commercial areas are much lower in density with buildings typically being one or two stories high. Outside the Central District, the only commercial buildings in 1978 higher than four stories (excluding things like theaters' towers) were: several buildings on and around the MacArthur/Broadway Shopping Center and adjacent Pill Hill; a couple of office buildings on Grand Avenue near Staten; the Hotel Claremont, near Ashby Avenue and Tunnel Road; the Montgomery Wards structure at East 14th and 29th Avenue and a nearby medical office building; and several office, bank, or hotel buildings along Hegenberger Road. Yet along Hegenberger the limited site coverage means that even the high-rise developments have a low floor-area ratio. Limited coverage is also characteristic of the Oakland Airport Business Park and Peralta Oaks. In other outlying areas there are a few developments with a floor-area ratio of 4.0 or more, but the figures are usually far less.

There are a number of multi-story industrial buildings such as the Nabisco plant on 14th Street and the Bekins warehouse on West Grand Avenue. These are found mostly in the older industrial areas. Even there, however, very few structures have a floor-area ratio even approaching 4.0. Development intensity tends to be quite low in the newer industrial sections, where one-story construction is typical. Floor-area ratios are especially low in those areas, like the Oakland Airport Business Park, where much of the site is taken up by parking or landscaping.

Although not much new higher-intensity commercial or

industrial construction is likely in most areas, some leeway is desirable for such projects if they occur. In many commercial and industrial areas, the resulting contrasts of scale between old and new structures would be acceptable. Nonetheless the City does have some concerns about intensity or building height.

One of these is that the most intensively developed commercial area should be the Central District Core. Construction at very high floorarea ratios is welcome in the Core, one reason being that area's prime accessibility by rapid transit and buses. Development at somewhat lower, but still fairly high, densities is also proper in certain nearby parts of the Central District.

Commercial development outside the Central District generally should not exceed a floor-area ratio of 4.0 -- though a moderately higher ratio may be acceptable on corner lots (because of the extra openness there) or in appropriate special situations (facing a park, for example). By no means, however, should this imply that a floor-area ratio of 4.0 is acceptable everywhere. In some places an intensity even much lower than that would be excessive, because of other concerns.

In some commercial or industrial areas highintensity, or high-rise, development could harm the area's desired character. For example, in places like parts of College Avenue its character may depend on a pleasantly consistent theme of low-rise buildings. In other areas, like Peralta Oaks, it may depend on keeping an open, landscaped appearance.

A somewhat related concern has to do with protecting concentrations of historic or architecturally interesting buildings -- such as Victorian Row -- that could be endangered by the potential for high-intensity or high-rise construction.

Higher-intensity development tends to generate increased traffic and parking demand. This may be of special concern in some locations with

congested intersections, narrow streets, or other significant limits on circulation capacity.

Potential impacts on nearby residential areas are also relevant. For example, in some situations tall commercial buildings could impair the physical character of an adjacent lower-density neighborhood -- or impair views from the residential streets. The effect could be especially noticeable if tall structures were built in an isolated, moderate-sized commercial area that people think of as "belonging" mainly to the nearby residential area.

On the other hand, it may be desirable to encourage relatively high intensities in or around at least some major shopping clusters. The resulting extra employment could mean more business for the shops, and the greater building height or bulk could help make the center visually prominent.

For commercial or industrial uses that are actually within a residential area, their development intensity and height should generally not exceed what is suitable for housing in the same area. In some cases it may need to be considerably less, to compensate for other kinds of impacts.

Commercial Areas

Oakland cannot expect to keep its neighborhoods healthy if they are crossed by rivers of commercial blight. The character of arterials like East 14th Street and San Pablo Avenue reflects strongly on the residential areas down the side streets. Commercial areas in general are the most conspicuous parts of the city, largely shaping the images that both residents and outsiders form about Oakland.

Fortunately, merchants and owners have become more aware of the picture presented by these areas, and of their special problems and needs. Local groups have become increasingly active on zoning issues and in projects like tree planting.

One general concern about commercial areas will be to emphasize the dominant role of the Central



District. The scale and functions of the other commercial areas should be such that they complement but do not weaken the Central District's role.

TYPES OF AREA

Oakland has many kinds of commercial areas. Some serve local neighborhoods while others serve the whole city or region. While many areas are multi-purpose, others are more or less specialized.

Central District Core and Inner Ring

The Central District -- which is roughly bounded by Brush Street, Lake Merritt, 27th Street, and the Estuary -- contains a variety of commercial areas. However, the most important one by far is the Core.

The Core straddles Broadway from 11th Street up to Grand Avenue, and includes the Kaiser Center in its northeast corner and the City Center Shopping Mall site in its southwest corner. The Core is intended as a high-intensity, compact, and very diversified area, with the dominant uses being regionally significant offices and retailing.

Adjoining the Core is an Inner Ring of comparatively low-intensity areas. These contain numerous office, service, or other establishments (many of which serve Core businesses) as well as residence hotels or other housing. One of these areas is the Chinatown shopping section.

Outlying Shopping Clusters

The retail shopping clusters outside the Central District Core and Inner Ring are of two physical types. The newer type -- the planned shopping center -- is developed as a unit and provides ample parking around a cluster of stores. Typically it has a mall or other open space as an amenity for shoppers.

The older and commoner type features a more or less continuous row of storefronts along the sidewalk. This traditional kind of shopping area grew up incrementally -- through individual developments on relatively small lots -- in the decades before World War II when shopping patterns depended less on the auto and more on streetcar or bus service. The stores usually provide no off-street parking, though in some areas large public parking lots have been opened on side streets. In unfortunate contrast to the planned shopping center, most of the older shopping clusters have no plaza or similar common open space at all.

Functionally, the shopping clusters can be divided roughly into "neighborhood" ones which serve a relatively small area, "community" ones which serve several neighborhoods, and "regional" or "subregional" ones which are oriented toward the whole city, region, or subregion. (These labels are only generalizations, of course, and individual businesses within an area may serve a bigger or smaller market.)

A neighborhood shopping area offers primarily convenience goods or services: those normally purchased on a day-to-day or week-to-week basis. A supermarket or other food store is usually

its biggest establishment. Examples are the Millsmont shopping area at MacArthur and Seminary Avenue, the Glenview area at Park Boulevard and Glenfield, the Lincoln Square Shopping Center at Redwood Road and the Warren Freeway, and the small shopping cluster at East 27th Street and Fruitvale Avenue.

A community shopping area provides a greater selection of goods and services, including many items that people buy only occasionally. Its biggest establishment is typically a junior department store or a supermarket. As of 1978, locations that could be termed community shopping areas included Rockridge (along parts of College Avenue near Claremont Avenue and the BART station); the Rockridge Shopping Center; Temescal (Telegraph Avenue near 49th Street): Montclair Village (around Moraga and LaSalle Avenues); Piedmont Avenue (near 41st Street); the MacArthur/Broadway Shopping Center; Grand Lake (Grand Avenue from Lake Park to Mandana); Lakeshore (Lakeshore Avenue from Lake Park to Trestle Glen); Parkway (around Park Boulevard and East 18th); Dimond (MacArthur and Fruitvale Avenue); Fruitvale (East 14th Street around Fruitvale Avenue); Laurel (MacArthur near 38th Avenue); Fairfax (Foothill Boulevard, Fairfax Avenue, and Bancroft); Elmhurst (East 14th near 96th Avenue); and the Foothill Square Shopping Center. Some of these areas contain many specialized establishments which seek to draw much of their trade from beyond the immediate community, including, for example, the arts and crafts shops in Rockridge and the antique stores in Fairfax.

A regional or subregional shopping area provides an even wider variety of goods and services. Usually its biggest establishments are one or more full-line department stores. As of 1978, Oakland had only one outlying shopping center with even a single department store: Eastmont Mall at 73rd and Bancroft Avenues. Sears Roebuck has a department store at 27th Street and Telegraph, but that is not part of a real shopping center.

Geographically, the outlying shopping clusters are distributed in rough proportion to trade area population and its buying power. Traffic patterns are important, too. Most of the larger clusters, for example, are at the intersections of major streets.

Commercial Strips

Even with the outlying shopping clusters described above, more of the commercial frontage outside the Central District is in "strip" development. Here, most businesses are "auto-oriented": typical customers drive specially to each establishment rather than stroll door-to-door. Many of the stores provide off-street parking.

Portions of some streets are at least largely noncommercial. For example, housing predominates along various sections of Foothill and MacArthur Boulevards in East Oakland. Scattered businesses and gaudy signs, however, make some of those sections seem more commercial than they actually are.

Most of the commercial strips tend to have a wide assortment of establishments, from food or hardware stores to gas stations, restaurants, and real estate offices. However, some sections include concentrations of particular types of business. For example, there are:

- used car dealers and other automotive businesses at various places along East 14th beyond High Street;
- 2. automotive establishments along Broadway between MacArthur Boulevard and 42nd Street;
- auto repair and other heavy commercial businesses along parts of East 12th Street;
- 4. medical and related services on Telegraph Avenue next to Pill Hill;
- 5. motels on West MacArthur, and on the part of MacArthur Boulevard east of 90th Avenue;

- 6. offices on portions of Grand Avenue;
- 7. offices and motels or hotels on Hegenberger Road.

Specialized Areas

Several commercial areas are even more specialized. These include:

- 1. the non-industrial sites, away from Hegenberger, within the Oakland Airport Business Park (office buildings);
- Peralta Oaks, between the MacArthur Freeway and Hellman Park (administrative or research uses);
- sections of Pill Hill (doctors' offices);
- 4. the main Broadway auto row, between about 25th Street and the MacArthur Freeway plus some side streets over to Telegraph and Valdez Street (auto dealers and automotive repair and supplies);
- 5. the principal East Oakland auto row, along East 14th near 40th Avenue (auto dealers and some related establishments);
- Jack London Square (restaurants, entertainment, boat sales or marinas, and specialty shops);
- 7. the Embarcadero Marina area along the shore of Brooklyn Basin (marinas, boat sales, restaurants, and some specialty shops).

INTENSIFICATION, EXPANSION, AND CONTRACTION

The City should generally emphasize stimulating investment in existing commercial areas rather than encouraging new ones. Oakland already has a great deal of commercial zoning, much of which is not used very intensively -- some not at all -- for commercial activity. In some

sections there are declining or stagnant sales, deteriorating buildings, high vacancy rates, or underused land.

The concept of intensification within existing commercial areas is most dramatically seen in the Central District renewal projects like City Center. However, there are apparent opportunities for change through commercial redevelopment or rehab (with or without public assistance) in other areas, too.

Some horizontal expansions of commercial areas will also be needed. For example, small-scale extensions may be appropriate at various points along the back of commercial strips with shallow lots. Expansion could provide needed off-street parking or other supporting facilities or a big enough site to accommodate a supermarket or other desirable large establishment.

(There are special concerns where the expansion is into a residential area. These include traffic effects on residential streets, possible removal of desirable existing houses, and in general the impact on the neighborhood's livability. On the other hand, a commercial expansion might be used to improve the interface between commercial and residential areas. In some cases this could be done, for example, by removing unsightly existing structures and providing an attractively landscaped buffer strip.)

In some cases, large-scale expansions or even wholly new commercial areas will be desirable. For certain establishments or uses, existing commercial areas may not offer a viable location. Some projects may require a very large site that cannot be found, or feasibly assembled, in existing areas. Some establishments or uses may need a type -- or quality -- of environment that is not available in sufficient amount within existing areas. The desired environment might be a shoreline location, for example, but there could be various other special needs. If these needs could not be met, the commercial use might

locate in another city instead -- with a resulting loss of economic benefits to Oakland.

(Conceivably, too, a new commercial area might be needed to provide convenient shopping facilities for a residential area which would not otherwise be adequately served.)

However, the potential impact on existing commercial areas is also relevant. A new commercial area could weaken existing ones -- perhaps by drawing key establishments out of them -- and ultimately contribute to blight there. Even declining commercial areas may again attract commercial facilities under the right conditions. For example, some shopping areas in the East Oakland flatlands may get stronger as the general environment there improves.

Therefore, before rezoning or otherwise encouraging creation of a new commercial area, it is proper to consider the net economic impact on Oakland and its residents.

Significant new commercial land at a number of locations is shown on Map 2. These include the planned Acorn shopping center near 8th and Market Streets; a potential shopping center on Keller Avenue; commercial expansion near Jack London Square and along Embarcadero Marina; further administrative or research development in Peralta Oaks; continued office development within the Oakland Airport Business Park; and office or other commercial construction at nearby locations along Hegenberger Road, Doolittle Drive, 66th Avenue, and San Leandro Street.

Some existing commercial sections, on the other hand, should become noncommercial. At certain presently commercial locations in the Central District new housing would be appropriate, at least in the long run or if a residential redevelopment project proves feasible (see Map 2). Elsewhere, a change to housing may be desirable for some small, isolated commercial areas -- typically located on non-arterial streets -- if and when they have outlived their usefulness.

A change to other uses may also be appropriate in various "thin" sections of commercial strips where there are significant numbers of dwellings or other noncommercial structures, or concentrations of vacant lots. These situations can be found at several places along MacArthur Boulevard (near Laurel and 92nd Avenues, for example); Foothill Boulevard (near 41st and 61st Avenues, for instance); and East 14th Street (near 9th and 81st Avenues, for example). There are similar conditions at places along other commercial strips like Grove, Telegraph, and San Pablo.

Such sections offer accessible locations for housing or other uses, as well as the chance to create or strengthen visually desirable large breaks in the strip pattern. New commercial uses might be excluded from various of these areas -- or be limited where appropriate to less obtrusive types like offices or to locations on the ground floor of apartment buildings.

A related problem is that some of these streets have had far more commercial zoning than actual commercial use. As with residential overzoning, this may have led owners to unrealistic assumptions about future development of their land, and contributed to deterioration of existing houses along these streets.

NONCOMMERCIAL USES IN COMMERCIAL AREAS

Even in strong commercial areas, an admixture of noncommercial uses is usually desirable, though the amount, types, and locations will depend on the specific area. Their employees, patrons, or residents can provide additional trade for local merchants. In some areas these uses can add welcome visual contrast -- for example, by introducing small-scale breaks within a commercial strip.

Housing is desirable in many (though not all) commercial areas. One thing this could do is provide some "self-policing" of areas that might otherwise have higher crime rates if they were deserted in the evening. In many situations (especially along important pedestrian shopping

streets), it is desirable for the housing to be on upper floors of buildings which have commercial space on the ground floor.

Various civic or open space uses are also desirable. Along a deteriorated commercial strip, things like parks, public buildings, or churches can provide symbols of a healthy community life, improving both the visual and the social environment. Two excellent examples -- both on East 14th -- are the Central East Oakland Recreation Center and the East Oakland Youth Development Center.

Some industrial uses would be suitable in many sections, as long as they did not disrupt shopping patterns or create effects such as excessive noise. For example, small-scale wholesaling or custom manufacturing might be welcome replacement uses for vacant stores along a commercial strip. Especially desirable are labor-intensive firms, whose employees could avail themselves of the bus service found in commercial areas. However, industries that generate a lot of truck traffic could be disruptive in most areas, except perhaps in heavy commercial sections like the one on East 12th.

PROTECTION OF SHOPPING FRONTAGES

At one time many people felt that the traditional pedestrian-oriented shopping street was obsolete and should be replaced everywhere by automobile-oriented shopping centers. Now, the good features of the old shopping areas are increasingly being realized. For one thing, conserving these areas can help limit energy consumption and air pollution because of their good orientation to public transit. Also, many older shopping frontages contain architecturally interesting buildings. Local shopping patterns change over time, of course, and some of these frontages have ceased to be significant for retailing. However, the many ones that are viable deserve careful attention.

These frontages are occupied by establishments oriented to door-to-door shopping. Whatever disrupts that pattern may hurt the area as a

whole. Interruption of such shopping frontages by parking lots or other open land uses can seriously hinder pedestrian movement past them.

Pedestrian flow may also be discouraged by "dead uses" from a retailer's viewpoint, such as ground-level apartments or administrative offices. Even some relatively active uses like banks and savings and loan offices may have this effect. Such uses can often outbid retailers for prime locations. The resulting break in the shopping frontage becomes more damaging where a savings institution has street-front parking next to the building.

On the other hand, shopping areas are quite good locations from the viewpoint of many nonretail uses. Indeed they can be valuable additions to these areas, and help support the stores. It is desirable, though, to so locate them within the area that they do not impair its retail function. (By analogy, the developer of a planned shopping center is very careful to locate his nonretail tenants so they do not weaken his main shopping frontages.) It is generally better for sizable nonretail uses to locate either above or behind the stores or -- if they require direct street frontage -- on side streets or at the ends of the main retail frontage. A narrow nonretail use might be acceptable right in the main groundlevel frontage, though a series of adjacent ones could take up enough cumulative width to be disruptive.

ADEQUACY OF RETAIL FACILITIES

In many flatland commercial areas, retailing has been hampered by the relatively low purchasing power of adjoining neighborhoods. Added to this have been problems like shoplifting and potential customers' fear of crime. One result has been the closing of many establishments, including several supermarkets.

These closings have left quite a few flatland neighborhoods without adequate basic shopping facilities. The situation is particularly serious for low-income people and the elderly who, with their typically lower mobility, need

such facilities nearby.

The remaining significant stores in these areas should be retained and ones that have closed should be reopened or replaced wherever possible.

The proposed Acorn shopping center in West Oakland represents one specific effort to fill the need. More generally, getting better retail facilities in the poorly served areas will require a combination of environmental improvements, crime prevention efforts, and economic development and employment actions.

Industrial Areas

Although Oakland's industrial sections are not as visible as its commercial areas, they also contribute heavily to the city's image. Many thousands of commuters view them from the Bay Bridge, the Nimitz Freeway, or the bridges and streets from Alameda.

Although industries' own requirements vary greatly, a good environment is especially important for some firms. To compete for high-quality developments, Oakland needs some special industrial areas with attractive site planning and landscaping.

TYPES OF AREA

Maps 1 and 2 classify industrial areas into two types: those primarily used for manufacturing or wholesaling and those mainly devoted to transportation uses. However, the distinction between these is not hard and fast. There are presently some trucking firms in "manufacturing or wholesaling" areas, for example, and some non-transportation firms in "transportation" areas. Indeed, such mixture is appropriate for many industrial sections. Just as manufacturers and wholesalers tend to have similar locational or site requirements, these requirements are also shared by many transportation uses.



Manufacturing or Wholesaling Areas

The manufacturing or wholesaling areas generally follow the industrial belt's inland side, typically adjoining residential neighborhoods. However, there are also some areas which are detached from the main industrial belt -- notably the strip following the former Santa Fe rail line along Adeline and Lowell Streets through North Oakland, and the large General Motors facility on East 14th at the city's other end.

Most of these areas contain both wholesalers and manufacturers, though the newer sections near San Leandro Bay tend to have mostly wholesaling. The individual firms are typically of many different kinds. However, there are various important clusters of related uses. One prominent example is the grouping of fruit and vegetable wholesalers in the "produce district" near Jack London Square. As another example, metal fabricators or scrap dealers are concentrated in parts of West Oakland.

(Within the Oakland Airport Business Park, the developed industrial sites mostly contain wholesalers' warehouses, some with sizable offices attached, though there are also a few manufacturing uses.)

Transportation Areas

Transportation areas include:

- major ship terminals at the Outer Harbor, Seventh Street Terminal, Middle Harbor, and Inner Harbor;
- 2. the Oakland Army Base and Naval Supply Center (stretching north and south from Seventh Street), which have their own docks;
- 3. the large Southern Pacific and Western Pacific railroad yards inland from the military bases, as well as the main line tracks running from there up into Emeryville and south into San Leandro;
- 4. the Metropolitan Oakland International Airport (including the various uses within it like the World Airways Maintenance Center), which takes up most of the land southwest of Doolittle Drive;
- 5. areas containing smaller uses such as AC Transit's bus yard near San Leandro Street and 62nd Avenue.

Another area that has begun to develop is the Distribution Center, which is planned by the Port to take up much of the land west of Hegenberger Road between San Leandro Creek and Doolittle. This is expected to accommodate uses related to air cargo.

INTENSIFICATION AND EXPANSION

Within the industrial belt, priority should be given to making better use of vacant, underused, and derelict lands. Proper development of these lands could bring major economic benefits to Oakland and its residents.

There is still a good deal of vacant land suitable for industrial uses in the Distribution Center and the Oakland Airport Business Park. Outside these areas, though, vacant land is

scarcer. One result is that many existing firms find it difficult to expand. Expansion is also hampered in many cases by a multiplicity of small lots, especially in those areas where industries are mixed together with housing.

However, there are still some good-sized vacant parcels, like the one at 85th Avenue and San Leandro Street, and quite a few smaller ones. There are also a number of vacant, obsolete, or deteriorated buildings and underutilized sites that could be used for new industries or for expansion of existing ones. In some cases, little-used street rights-of-way might be developed. All these kinds of opportunities exist in the parts of the industrial belt near the Coliseum, but they can also be found in many other sections.

In some of these situations a publicly-assisted redevelopment project may be appropriate -- although the City would have to be selective about these. If a project were to displace a large amount of housing, it is questionable whether it should be pursued if a majority of the affected residents were opposed.

(In appropriate cases the rehabilitation of existing industrial facilities could be financially aided by the City.)

Some substantial uses in the industrial belt might be discontinued in the future, making sites available for re-use. The Army Base might be declared surplus -- and other military property, railroad land, or other existing transportation or utility sites could conceivably become available, too. (Parts of the Army Base are already leased by the Port for shipping uses.) If this does happen the desirable re-use would generally be some form of transportation or -- in suitable locations -- manufacturing or wholesaling. Of special interest would be uses involving large numbers of jobs or big contributions to the City's tax base.

Along the shoreline, the Port of Oakland has been actively expanding and modernizing its harbor facilities, with particular emphasis on containerized freight operations. Wherever feasible, the

Port envisions doing this through redevelopment of obsolescent terminals or lower-value industries. However, the Port expects that such expansion may in the future require some substantial amount of Bay fill. It has earmarked certain water areas directly north and south of the Bay Bridge approach for this possible use (see the overlay to Map 2). The Port has also been increasing the Airport's capacity. At some future time the Airport may need a new runway on Bay fill southwest of the present main runway.

Some future filling may indeed be justified because of the economic benefits -- to Oakland, the Bay Area, and California -- from shipping and airport expansion. However, the benefits will need to be weighed against the full range of project costs, including the environmental impacts.

Along the industrial belt's inland reaches, extensions of industrial use are desirable at various places. These will largely involve gradual replacement of housing in various of the areas where housing and industry are now mixed together. Even along the edge of more solidly and permanently residential areas, some small-scale extensions may be appropriate -- although these should be allowed only if the proposed use can be made compatible with the residential area. Such expansions could actually improve the interface between housing and industry. For example, they might create strips of greenery or landscaped parking to separate the housing from the main industrial use.

Other ways to improve the interface might involve street closures or special controls to discourage truck traffic on residential streets. Being selective about types of industry can help, too. For example, light industries can be encouraged to locate so as to form buffer areas between housing and heavy industry.

NONINDUSTRIAL USES IN INDUSTRIAL AREAS

An admixture of some nonindustrial uses is ap-

propriate within industrial areas, though the types and scale depend on the specific kind of area.

Certain small commercial establishments, such as restaurants, which to a large degree serve the industrial area itself are usually desirable. Heavy or extensive commercial uses like lumber yards, truck dealers, or drive-in theaters are acceptable in some areas but not in others. Uses related directly to an on-site industry -- for example, a factory's attached administrative office or retail outlet for sale of its own goods -- may be appropriate in at least many areas. Other office or retail uses such as professional offices or specialty shops may be desirable in some cases, especially in areas like those near Jack London Square where interesting old ware-houses or factory buildings suggest such use.

One partly industrial area, the Oakland Airport Business Park, is really a special case in that it is expressly intended to contain both industrial and office uses.

As for civic and open space uses, various types may be appropriate in industrial areas -- for example, utility stations or waterfront parks.

Commercial and Industrial Uses in Residential Areas

New commercial and industrial uses (other than suitable home occupations) would be inappropriate in most of Oakland's residential areas. However, certain uses may be acceptable -- even beneficial -- in some areas or special situations.

Factors that affect compatibility include development intensity and building height, which have already been discussed. Another concern is the nature of the activity itself. In many areas, it could be argued that any business use might impair the area's character and real estate values. Yet in some areas certain businesses could provide services desired by local residents.

Another factor is project design, which can be used to offset activity contrasts. At a large scale, for example, design features like buffer strips to protect nearby houses may make various businesses acceptable within a planned unit development. At a small scale, projects like a new office building could be designed to look residential -- or an existing dwelling might be sensitively remodeled for new uses.

A business' conspicuousness can also be reduced by limiting its size, or by locating it within a building that is largely residential. Doing so can also reduce the establishment's potential to draw a harmful amount of traffic into the neighborhood.

Commercial land use does tend to generate more traffic than residential use, though this is not true for all specific uses and areas. For instance, an office building of moderate intensity may involve no more -- or even less -- traffic than a high-density apartment house.

Demand for parking, by employees or patrons, is another factor. Also relevant may be other operating characteristics such as hours of operation or potential noise problems.

Judged by these criteria, new uses which may be appropriate include:

- convenience shops or other suitable establishments within some planned unit developments;
- 2. some new offices in high-density areas, at least along certain streets already having significant traffic, especially where the offices would not add more traffic than the apartment development that might otherwise go in;
- 3. relatively low-intensity commercial uses in some remodeled existing dwellings, where the structure might otherwise be torn down for high-density apartment

- construction and saving it would contribute to the area's livability for reasons such as architectural interest;
- 4. small convenience shops within residential buildings in various high-density areas.

Convenience shops, such as "mom and pop" corner groceries, are presently found in many neighborhoods. These small existing uses often pose few problems, even in lower-density areas, and they provide certain services to the neighborhood.

However, some other existing commercial or industrial uses are more harmful to nearby housing. In addition to locations in areas of extensive housing-industrial mix, such uses are scattered through various other residential areas. Some occupy sizable buildings, while others involve smaller investments such as truck yards or open storage areas. Some of these existing uses could be made more harmonious by measures such as installation of screening. However, it is desirable for many to relocate. Their present sites could then be used for things like parks or new housing.

Policies

The following are the City's policies on commercial and industrial land uses:

GENERAL POLICIES

- 1. The environmental quality of Oakland's commercial and industrial areas should be protected and in many cases greatly improved. Amenities such as street trees and plazas should be added where appropriate to make these areas more desirable shopping or working environments.
- 2. Industrial nuisances such as smoke, dust, odors, and noise should be adequately controlled.
- 3. Commercial and industrial buildings, signs, and other facilities should be designed to

- harmonize with, or where appropriate enhance, their surroundings.
- 4. The City strongly encourages the preservation of interesting older commercial and industrial buildings, and their sensitive adaptation to new activities where appropriate.
- 5. Commercial and industrial areas should have adequate parking and loading facilities.
- 6. Opportunities will be provided for related or mutually beneficial businesses to group together in suitable areas which are free from inharmonious uses.

POLICIES ON DEVELOPMENT INTENSITY AND BUILDING HEIGHT

- 1. The highest floor-area ratio (total floor area on a lot, divided by the lot area) of commercial development should be in the Central District Core.
- 2. In general the floor-area ratio of commercial development outside the Central District should not exceed 4.0, and in some areas it should be considerably less than that.
- 3. Development in commercial and industrial areas should be limited in intensity, or limited to low-rise construction, where and to the extent this is appropriate to:
 - a. protect the area's desired character where that depends significantly on moderate or consistent building scale or appearance, or on openness of development;

- b. help protect a local concentration of structures with architectural or historical interest;
- c. protect the character or livability of nearby residential areas; or
- d. avoid creating or aggravating significant traffic or parking problems.
- 4. The development intensity and height of commercial and industrial uses that are located in a residential area should generally not exceed what is suitable for housing in the same area.

POLICIES ON COMMERCIAL AREAS

- 1. The scale and functions of the commercial areas outside the Central District should be such that they complement, rather than weaken, the Central District's functions.
- 2. Commercial areas should be developed and used in such a manner that they do not harm adjacent residential areas.
- 3. The City will generally not encourage, by rezoning or otherwise, the development of new commercial areas, or the large-scale horizontal expansion of existing ones, unless:
 - a. it is likely that the development or expansion will bring a net economic benefit to Oakland; or
 - b. the development or expansion will provide convenient shopping facilities for a sizable residential area which would not otherwise be adequately served.

- 4. Where appropriate the City will encourage, by rezoning or other actions, wholly or largely noncommercial use along selected portions of commercial streets where there are now significant numbers of dwellings or other noncommercial structures or concentrations of vacant lots.
- 5. Within commercial areas, the City encourages an admixture of residential or other noncommercial activities suitable to the particular area.
- 6. Important shopping frontages will be protected from disruption by unsuitably located parking lots or other open land uses, and where appropriate from interruptions caused by groundfloor nonretail uses.
- 7. Merchant groups are encouraged to initiate improvement programs to make their centers more attractive and efficient. Such programs could include landscaping, renovation of buildings, architectural and sign controls, and the provision of offstreet parking and loading facilities.

POLICIES ON INDUSTRIAL AREAS

- 1. Within the industrial belt, the emphasis will be on making more intensive use of vacant, underused, and derelict lands.
- 2. Large-scale industrial urban renewal projects involving substantial clearance of housing will be undertaken by the City only if there is a high probability that the benefits to Oakland will exceed the costs and if there is general agreement among those neighborhood residents to be affected.

- 3. When appropriate, rehabilitation, in the form of structural repairs, modernization, improvement, or conversion of buildings, or other facilities, will be financially aided by the City to improve the environmental quality, efficiency, and market potential of idustiral areas.
- 4. If the sites of existing military, transportation, or utility uses within the industrial belt become available for reuse in the future, they should generally be used for transportation or -- in suitable locations -- manufacturing or wholesaling. Special consideration should be given to possible uses that would involve large numbers of jobs or big contributions to the City's tax base.
- 5. Marine and air-terminal capacity should be developed consistent with city, regional, and state-wide benefits.
- 6. Industrial complexes, with attractive site planning and landscaping, will be provided to attract high-quality industrial development.
- 7. Industrial areas should be developed and used in such a manner that they do not harm adjacent residential areas.

POLICIES ON COMMERCIAL AND INDUSTRIAL USES IN RESIDENTIAL AREAS

- 1. The City will generally exclude new commercial and industrial uses from residential areas, but will allow selected uses in planned unit developments or high-density areas where it finds that the uses will be compatible.
- 2. Many of the small industries now scattered through residential areas will be encouraged and, where feasible, assisted in relocating in the industrial belt to achieve more harmonious and economic land use.



Civic and Open Space Uses

Much of Oakland is taken up by governmental or institutional structures, and publicly or privately owned open space. Many of these land uses are important for the community services they represent, and many for their contributions to the physical environment. Some are also quite significant in economic terms.

General Trends and Concerns

One characteristic of various civic uses has been increasing employment. In particular, government and health services have been among Oakland's leading "growth industries." On the other hand, there may be some adverse fiscal impacts where a public or quasi-public use removes prime land from the tax rolls.

There is also general concern that proposed civic land uses should be compatible with Oakland's neighborhoods. Some past projects have aroused opposition by residents.

As for open space, total acreage has been steadily decreasing as undeveloped land is built

upon. On the other hand, the amount of actual public parkland has been increasing. Unfortunately, increases in park acreage have been hardest to achieve in those built-up parts of the flatlands and foothills which have severe deficiencies in local recreation space.

General Strategy

The City's emphasis on urban conservation suggests keeping and protecting the good civic and open space uses that Oakland already has. However, not all of the existing undeveloped tracts can, or should, be kept in their present state. Some that are of major value do need to be preserved -while the others need to be guarded against environmentally harmful development. With sensitive design and site planning, development can occur within many vacant tracts in the Hills while trees and other valuable features, and a general feeling of openness, are retained. Efforts must continue to provide more adequate public facilities for Oaklanders -- with one major thrust being the improvement or expansion of park and recreation facilities in deficient neighborhoods. Governmental and institutional uses should be encouraged at suitable locations. However, it is important for civic and open space uses to harmonize with their surroundings, or where appropriate enhance them.

Types of Uses

Oakland contains many types of civic or open space uses. Map 1 shows the major existing locations, but there are numerous individual uses which are too small to depict.

The map's "public building and grounds" category includes the Civic Center-Museum-Auditorium area near Lake Merritt; the complex of City and County buildings near 6th and Washington Streets; the Postal Distribution Center on Seventh Street in West Oakland; the Peralta Community College District corporation yard on 5th Avenue; the Oakland-Alameda County Coliseum Complex near 66th Avenue;

the City corporation yard beside San Leandro Bay; and the six above-ground BART stations, which have large parking lots. The uses that are not depicted include the City Hall and numerous small buildings such as fire stations and branch libraries.

The "medical" category includes the dominant cluster of three major hospitals and adjacent convalescent facilities on Pill Hill. Also depicted are four other major Oakland hospitals -- Kaiser Permanente Medical Center, Children's Hospital Medical Center, Highland General Hospital, and the Naval Regional Medical Center. Locations that are not shown include a couple of smaller hospitals, as well as many scattered nursing homes and convalescent hospitals.

The "other" category includes the Oakland part of the Lawrence Berkeley Laboratory on the hill above the University of California campus, as well as some large church sites. Not shown are the many smaller churches which are scattered through residential and commercial areas.

The only existing major "waste disposal" use is EBMUD's sewage treatment facility near the Bay Bridge Approach.

The "utility" category includes the Pacific Gas and Electric Company's generators and gas storage tanks near Jack London Square and its corporation yard and other facilities near San Leandro Bay, some P.G. and E. transmission line rights-of-way, EBMUD's offices and other facilities on West Grand Avenue and its corporation yard beside San Leandro Bay, the EBMUD filter plants near the Naval Hospital and Lake Chabot, and a number of EBMUD reservoirs and water storage tanks. (Many of the water facilities are too small to show on the map, as are the various Pacific Telephone facilities.) Some utility uses such as wooded reservoir grounds have significant open space character, serving at least scenic and ecological purposes.

Many uses in the "education" category, especially wooded campuses like Mills College, also

have open space character. Even the asphalt playgrounds of schools provide recreational open space -- at least for their own students. (The map does not depict the many individual elementary schools, which are distributed through Oakland's residential areas.) The "cemetery" category represents open land which has significant scenic and ecological values.

The "park, recreation or natural area, or watershed" category includes City and Regional Park District parks and recreation areas (though neighborhood-level ones are not depicted on the map); the Laney and Merritt College playfields; the University of California's Strawberry Creek recreation area; the natural area occupying most of the upper portion of the University campus; adjacent EBMUD watershed land along Grizzly Peak Boulevard; a small, fan-shaped, marshy section of Airport property along Doolittle Drive; and various private recreation areas, most notably the Claremont and Sequoyah Country Clubs. All of these open spaces provide scenic values, and most of course are also recreationally important. Most of the larger ones, at least, contain significant natural resources such as wildlife habitat.

The "vacant or agricultural" category includes open spaces with a variety of ecological, scenic, and other values. However, there is little agricultural use as such. Various open tracts in the Hills have been used for the grazing of horses or other livestock, and one small area near Hegenberger Road and San Leandro Creek is still being farmed as of 1978. The "quarry" category involves only one active site, located along the MacArthur Freeway east of Mills College.

The Bay itself is the most important open space of all, serving a great range of scenic, ecological recreational, transportation, and other functions. Some of these functions are also served by Oakland's lakes, and by those open creeks which still have some natural character.

(Some areas in the Hills which Map 1 shows as residential verge on being "open space" because of their large lot sizes or because they contain many undeveloped parcels. At a smaller scale,



even the city's streets and yards perform various open space functions, such as recreation. Other land also has open space characteristics, even though it may not often be thought of as open space. Such land includes the Airport -- most of which is visually quite open -- as well as parking lots and various open industrial uses.)

Major Future Changes

Much of the existing vacant or agricultural land will be developed for residential, industrial, or other purposes -- though planned unit developments in the Hills will typically reserve significant portions of their sites as permanent open space. The quarry is expected to cease operations in the 1980's. It is assumed that most of the other existing major open spaces and civic uses will remain for the foreseeable future, though closures are difficult to foretell for some kinds of uses such as private schools.

If a civic use with major open space values does terminate, the loss of these values could seriously affect adjoining built-up neighborhoods and the physical environment in general. It is important for whatever replaces the terminated use to respect the site's open space character. This may suggest replacement by some other civic or open space use, though in some cases a carefully designed residential planned unit development might be appropriate.

Some existing areas of civic buildings are expected to expand. These include the Civic Center and the Pill Hill medical complex. EBMUD has been considering a possible wastewater treatment and/or holding facility next to its San Leandro Bay corporation yard, as well as a possible expansion of its Bay Bridge site to accommodate composting. P.G. and E. has been considering possible expansion on Coliseum Way to provide extra generator capacity.

Map 2 shows a number of significant open spacetype projects, especially along the shoreline and
in the Hills. The larger ones include a new, regionally important park along the Emeryville Crescent; expansion of existing San Leandro Bay Regional Shoreline; park expansion to establish a
Claremont Canyon Regional Preserve; open space preservation near Merritt College; and a sports center
in the vicinity of Caldecott Tunnel. (Most of
these locations have major ecological and scenic value as well as potential for various forms of recreation.) However, some parkland increase will
occur -- especially in the flatlands and foothills -in the form of small neighborhood sites which the
map does not depict.

The map's overlay shows various locations where new parks or recreation areas may be appropriate if further study determines they are feasible. For example, major trails or linear parks are suggested along Sausal, Arroyo Viejo, and San Leandro Creeks. Establishing a lengthy creekside park through a built-up area typically involves various difficulties, such as the limited room between adjacent houses and the potential for security problems. Such a linear park may in some cases be achievable only on a long-range basis (perhaps, for example, as money becomes available to buy extra land). In the short run some sections could be opened for public use -- and actions such as flood control projects could be carefully planned

to facilitate eventual achievement of the longrange concept.

The Open Space, Conservation, and Recreation Element sets a desirable target of 10 acres per 1,000 population for total public parkland within Oakland -- a figure well in excess of what now exists. The Element also says that "wherever practicable" there should be 2 acres per 1,000 population for neighborhood-level parklands and school playgrounds and 2 acres per 1,000 for community-level ones. It acknowledges that land acquisition to fully achieve such standards would be difficult in many built-up areas, and that in some areas it may be better to emphasize alternatives like making better use of existing parks. However, there is far less difficulty where large-scale new residential development occurs on previously open land. In such cases the Element calls for developers to contribute substantial land (or in-lieu fees) for public park or recreational use.

As for public elementary and secondary schools, it seems likely that no entirely new ones will be needed in the foreseeable future. In fact three schools have closed since 1970. However, site expansion would be desirable at many existing schools.

Multiple Uses and Surplus Property

In part because Oakland is so largely built-up, it is important to make the most of land that is already in public or quasi-public control.

Some land might be used for more than one purpose. This may involve sharing between different public agencies, or sharing between public and quasi-public authorities or different private institutions. For example, where a City neighborhood or community recreation center can be located next to a public school, much of the space can be used by students at certain hours and by the general public at others. Similar sharing could involve parochial or private schools or colleges.

As another example of multiple use, some utility sites can double as recreation areas. This happens at Columbian Gardens Recreation Center, which is located within a P.G. and E. transmission line right-of-way. The covered surfaces of some reservoirs may have a similar potential for recreational use.

A second implication is that a public agency should carefully consider public re-uses before disposing of property that is no longer needed for its original purpose. For example, surplus schools -- because of their physical design and convenient locations -- may be very suitable for other community uses. Surplus vacant land may in some cases be worth keeping as permanent open space, and in other cases may offer locations for civic buildings.

Development Intensity and Building Height

The development intensity of existing civic and open space uses varies greatly. A few public or utility buildings in the Central District have floor-area ratios exceeding 4.0, but elsewhere the figures for most civic uses are much lower. Building height also varies greatly. Though most civic buildings outside the Central District are less than four stories high, there are some taller structures such as hospitals.

For civic uses located within residential areas, development intensity should generally not exceed what is appropriate for housing in the particular area -- and in some cases may need to be considerably less to compensate for other kinds of impacts. Building height should be harmonious with the area (some contrasts such as a church steeple may be appropriate).

Civic and Open Space Uses in Residential Areas

Some civic and open space uses that are found in residential areas mainly serve those areas; these



include, for example, local schools and parks. However, many other uses do not. For instance, colleges and many convalescent hospitals and churches draw their clientele from a much larger area, even from the whole city or region.

Yet locations in residential areas offer advantages for many such uses. These may include quiet, a desirable environment in general, and lower land costs than in a typical commercial area. In exchange, many of them provide real amenities to the neighborhood, such as landscaped open space or an attractive building that may in some areas add welcome variety to the local scene.

A number of factors affect how well a civic or open space use will fit into a particular area. Among these are development intensity and building height, already discussed.

The general appearance of the facility is another concern. Though schools or other civic structures will often need to be very different in form and size from the surrounding dwellings, undesirable contrasts can be offset through means like landscaping, articulation of building facades, and sensitive use of colors and surface materials.

Traffic can be disturbing if the use causes a sharp traffic increase on a street that previously had little traffic -- or that is narrow, winding, or steep. This suggests that a use which will generate a good deal of traffic have vehicular access from a street that already carries significant traffic, or at least has ample capacity to do so.

Indeed, rather than locating in the middle of a residential area, it is generally better for those non-neighborhood-oriented uses which generate substantial traffic to locate on or near major streets -- especially those with good transit service. This would reduce impact on neighborhoods, and encourage use of public transportation. It could also bring visual improvement, and perhaps some extra sales potential, to sagging commercial strips.

Demand for curb parking may also be significant. So may a variety of other operational characteristics, such as the noise from a playground.

Some civic uses of a residential nature, notably homes for mentally disordered or handicapped persons and "halfway houses" for paroled criminal offenders, have tended to be controversial in the neighborhoods where they have been proposed. On the other hand, there is a genuine public interest in enabling these people to live within a normal residential environment. These uses can of course make neighbors apprehensive -- especially if there is an undue number of such uses within a given area. Overconcentration can also be bad for the institutions' own occupants. This suggests the desirability of distributing these facilities equitably within Oakland as well as within the region.

Policies

The following are the City's policies on civic and open space uses:

- 1. Civic and open space uses should be designed to harmonize with, or where appropriate enhance, their surroundings.
- 2. Undeveloped areas owned by the University of California and East Bay Municipal Utility District should be retained as reserves of public open space, and the attractive open space character of the major private colleges, cemeteries, and other large civic uses should be carefully protected.
- 3. Efforts should be made to increase the total acreage of public parks and recreation areas within the city limits, exclusive of facilities at schools, colleges, and universities, to at least 10 acres for each 1,000 of Oakland's population.
- 4. Wherever practicable, there should be at least two acres of neighborhood public park and recreation sites (including school playgrounds), and 2 acres of community sites (including school playgrounds) for each 1,000 population. This population should be adjusted upward or downward in order to reflect local variations from the citywide proportions of persons under 18, persons below the poverty line, or two-or-more-unit dwellings.
- 5. Wherever practicable and compatible with their intended use, parks and recreation areas should be located next to public buildings or activity centers, especially schools.
- 6. The City strongly encourages multiple or shared use of public and quasi-public land and buildings, where practicable and consistent with the primary purposes of such property.

- 7. Before disposing of schools or other significant public or quasi-public properties that are no longer needed for their original purposes, careful consideration should be given to their possible utilization for other kinds of civic or open space uses.
- 8. The City will systematically evaluate the vacant properties it owns with an eye to their possible retention as permanent open space, and it urges other governmental agencies to do the same with their vacant properties.
- 9. The development intensity of civic uses that are located in a residential area should generally not exceed what is suitable for housing in the same area. Building height should be compatible with the area's desired character.
- 10. The City encourages those civic and open space uses which generate substantial traffic and do not primarily serve local neighborhoods to locate on or near major streets, especially those with good public transit.
- 11. The City urges those agencies which license or locate civic uses of a residential nature such as homes for the mentally handicapped and halfway houses for paroled offenders to promote the equitable distribution of these uses within Oakland as well as within the region.



Action Program

Goals and policies, to be effective, must be implemented by specific programs. Chapter 2 has already discussed broad strategy for implementation, and Chapters 3 through 5 have explored needed actions in relation to various types of land use. This chapter will discuss implementation in a different format, giving more detail where appropriate and paying special attention to the institutional processes involved.

Especially in this era of heightened citizen concern about government spending, successful implementation will call for careful study of funding sources and for imaginative efforts (such as multi-purpose projects) to keep costs down. It will also require keeping a proper balance among the roles of local, regional, and other public agencies -- and the private sector. With the fiscal constraints on government, tapping the energies of citizens, businesses, and private groups is more than ever crucial.

Renewal, Improvement, and Related Programs

Programs relevant to land use include a great variety of renewal, economic development, and housing actions and public improvements and services. Some of these programs operate on a citywide or even broader basis, while others focus on particular areas within Oakland. Map 3 shows the major action areas as of 1979. Of special interest are the seven Community Development Districts, which include within them all the low- and moderate-income communities of the flatlands. The CD Districts are the arena for many widely distributed actions to conserve housing and neighborhoods.

For the last several years the City has submitted annual Community Development Block Grant applications which set forth objectives and specific projects. As a framework for such applications, a Three Year Community Development and Housing Plan is now called for by Federal requirements. To meet other Federal requirements, the City has approved an Overall Economic Development Program (OEDP) which outlines ways to develop key sectors of Oakland's economy and link economic development programs to related programs such as skills training. OEDP lists objectives for economic development and includes a five-year development strategy (to be updated each year) with specific programs and projects -- many of which will affect land use.

CD has become the main funding source for public urban renewal activity -- as well as a major source for housing, economic development, and public improvement actions. "Section 8" and other Federal and State funding programs are also important for housing -- as are Department of Commerce or other Federal programs, and local bond issues, for economic development. For public improvements, the City also uses a variety of other funding sources including the State Gas Tax Fund (for street improvements); parking meter revenues (for off-street parking projects);

various Federal and State categorical assistance programs (such as for park projects); special funds like the fee-supported Sewer Service Fund; bond issues; and property, sales, and other general taxes. (Other sources include land dedications or improvements by developers as a condition of approval for subdivisions or other projects, and voluntary donations of land, labor, or materials in other situations.) Special assessment districts may be used for improvements that benefit particular areas. Under State law, improvements that benefit an urban renewal area may be paid for by use of tax increment funds, which are the total property taxes collected on the increment in assessment within an urban renewal area from a base point prior to renewal action taking place. City public services are largely paid for out of general local taxes, though other sources are also used like Gas Tax Fund money for street maintenance, Federal CETA (Comprehensive Employment and Training Act) money for recreation and other programs, and user fees for certain purposes. Non-City agencies finance their improvements or services from varied sources, including property taxes or other general revenues; State or Federal subventions or grants; and fees charged to customers (EBMUD's water bills, for example).

Finally, much of the work of implementing the Land Use Element will involve private firms, households, and institutions, and their own varied funding sources.

URBAN RENEWAL PROJECTS

Of the urban renewal projects in Oakland, some have emphasized redevelopment, with the clearance of existing land uses to make way for new development. Others emphasize rehabilitation of existing structures. Such rehab projects may help an owner to do the rehab -- or they may acquire property, cause it to be improved, and then sell it. They may also have their own rehab standards, which can be more restrictive than general City codes.

Central District Projects

The City has designated most of downtown as the "Central District Urban Renewal Project" area. The Urban Renewal Plan for this large area provides a framework for renewal activities here, and also allows use of tax increments from the entire area. However, actual redevelopment will occur only in specified areas within the larger area.

One of these is City Center. This project is rebuilding a highly strategic multi-block section into a complex planned to include, among other things, a large amount of office space and a regional shopping center with three or more department stores. Though City Center basically involves clearance and rebuilding, a "Preservation Park" is proposed in its westernmost blocks. Beside accommodating several interesting structures that are already here, this subarea provides sites to which other old buildings can be moved.

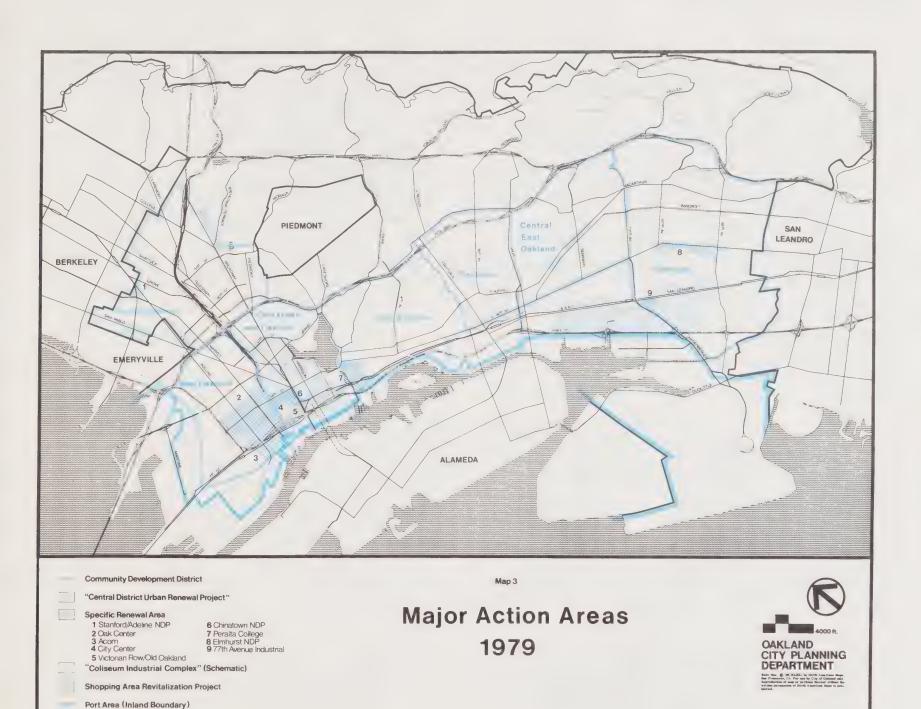
Farther down Broadway, the Chinatown NDP (Neighborhood Development Program) Project involves clearance and rebuilding of a four-block area. Here a "Hong Kong/USA" complex will be developed, to include shops, parking, cultural facilities, a hotel, and offices and apartments.

In contrast, the Victorian Row/Old Oakland Project just to the west emphasizes preservation. Here, the unique collection of 19th Century buildings will be renovated and will accommodate desirable new commercial uses.

Other Renewal Projects

The Peralta College Project at the eastern edge of the Central District helped assemble the land for Laney College, and has provided sites for some new housing and other uses east of the Lake Merritt Channel.

West of the Central District, the Acorn Project cleared most of the former land uses and has replaced them mainly with industry to the south of



7th Street and new housing to the north. One large section, which is still vacant, is reserved for a shopping center.

Just north of Acorn, the Oak Center Project has emphasized rehabilitation but has also removed many former structures, with much of the land being used for new or expanded parks and schools and for new housing. A number of cleared sites still remain to be built on.

The Stanford/Adeline NDP Project in North Oakland has cleared deteriorated former uses and provided sites for new single-family houses.

Near the other end of Oakland, the Elmhurst NDP Project has been seeking to rehabilitate a rundown commercial section of East 14th (along with a few nearby residential streets). It has given special emphasis to street beautification, while also helping with store improvements and painting.

Farther west, the City is undertaking the 77th Avenue Industrial Redevelopment Project. This will include a combination of property acquisition, clearance, and street closing, to make way for development or expansion of industry.

Possible Future Projects

The City will undoubtedly undertake additional urban renewal projects. Some possible locations include:

- 1. selected locations within the Coliseum Industrial Complex (see Map 3) or other parts of the industrial belt, especially where underused land or deteriorating small-scale uses present opportunities for expansion or construction of major industries, where concentrated rehab of existing structures is a key to retaining existing industries or attracting new ones, or where there are severe conflicts between industry and housing;
- 2. additional places within the Central

- District, especially where land assembly or removal of blighting conditions could facilitate major private development;
- 3. selected outlying commercial locations where there is deterioration but the potential for new investment (renewal here might coincide with, or be done at some spots within, various commercial revitalization areas discussed later in this chapter);
- 4. some vacant old subdivisions in the Hills where the lots are narrow and relate poorly to the topography (State law allows redevelopment of such open land to achieve more workable lot patterns).

PORT AREA PROJECTS

Some actions by the Port of Oakland have much the same effect as urban renewal. The Port has jurisdiction over the "Port Area" which includes the entire shoreline and Oakland's portion of the Bay. Much of the land in this area is owned or held in trust by the Port, which is empowered to acquire additional property here. Port land is often leased or sold, in turn, to private developers or businesses who must follow Port-approved plans. In this way, and through its own direct construction of airport, harbor, or other facilities, the Port is able to rebuild or improve substantial sections of the waterfront.

Over the next few years, major projects will include:

- a large ship terminal development (including the razing of some old facilities) in the Outer Harbor area;
- 2. another major terminal development in the Grove Street-Market Street section;
- 3. improvement of a section leased from the Army near the West Grand Viaduct as a holding area for cars;

- 4. extensive development along Embarcadero Marina, primarily for marinas and other commercial uses;
- 5. major improvements at Metropolitan Oakland International Airport.

The Port has acquired the strategic vacant site just east of Jack London Square, and plans to accommodate commercial uses there. The Port also foresees replacing various existing uses at the Square itself, with one new facility being a major hotel. In addition, the Port will continue to oversee development of its 300-acre Oakland Airport Business Park and its 200-acre Distribution Center.

OTHER ECONOMIC DEVELOPMENT PROGRAMS

In addition to renewal and Port projects, various other economic development projects may affect land use. The OEDP outlines a wide range of tools including financial assistance to firms for rehab, facade improvement, or expansion; technical assistance and advice; public works and general environmental improvements; and mechanisms for property acquisition. (It also discusses new institutions such as the economic development corporation.) While such tools will also be used elsewhere, the OEDP calls for focusing much of the effort on carefully selected target areas.

As of late 1979, shopping areas specifically scheduled for concentrated revitalization (aside from existing urban renewal areas) included:

- 1. San Pablo Avenue (along San Pablo from 53rd to 61st Streets, and Stanford Avenue for one block west of San Pablo);
- Seventh Street (Seventh from Wood to Cypress Street);
- 3. Fruitvale (generally along East 14th Street between 28th and 42nd Avenues);

- 4. Fairfax (Foothill Boulevard and Bancroft Avenue from Vicksburg to Cole, including Fairfax Avenue from Foothill to Bancroft);
- 5. Foothill/Seminary (generally along Foothill Boulevard from 55th to 64th Avenue);
- 6. East 14th Street-Central East Oakland (East 14th from about 42nd to 73rd Avenue).

Additional commercial areas, such as parts of Grove Street or 38th Avenue, have been or may be proposed for targeted action.

(The OEDP also gives special attention to potential commercial investment in conjunction with civic use at the Grove Street campus in North Oakland and the East Bay Asian Resource Center in Chinatown -- and to the planned convention center/parking garage/hotel project within and directly south of City Center.)

The first major industrial target area is the Coliseum Industrial Complex shown on Map 3. Other industrial sections are expected to be chosen in the future. In addition, the OEDP discusses some special kinds of industrial projects, such as scrapyard relocation and a possible centralized recycling center. It also calls for efforts to improve the interface between industrial and residential uses. (Specific places where such improvement has already been proposed include Linden Street in North Oakland and E Street in Elmhurst.)

To help industries expand or move into Oakland, the OEDP proposes an "industrial land bank" that could respond quickly to the needs of individual firms. Through purchase, urban renewal, donations, or land swaps, a wide variety of sites could be acquired, in many different places, which could be offered for sale to industries either directly or in trade for other property an industry needs.

Land could also be made available by the City's closing streets that are no longer needed, or selling surplus property it already owns.

HOUSING PROGRAMS

Some housing programs in Oakland are directed toward specific relatively small action areas. These include:

- housing construction or rehab in several of the renewal projects discussed earlier;
- the Urban Homesteading Program activities in designated sections of East Oakland which have many abandoned houses;
- 3. the activities of Neighborhood Housing Services, Inc. in its target area in Elmhurst;
- 4. the partial focusing of CD-funded housing programs on designated target areas within the CD Districts.

However, to a large degree the pattern of Oakland's housing problems and needs does not lend itself to a conventional impact area approach. Many programs need, and have, a far broader scope -- either citywide or throughout the seven CD Districts. For example, qualified homeowners anywhere in the CD Districts can apply under the crucial Home Maintenance and Improvement Program, and the Vacant Building Abatement Program can be used wherever it is needed in those districts.

These and many other rehab, new construction, technical assistance, and other significant housing actions are described in the Comprehensive Plan's Housing Element. However, several deserve special mention here:

- 1. Section 8-funded construction of new housing, most of which will be for senior citizens;
- 2. provision by the City of replacement housing for that removed by City

Center redevelopment;

- 3. provision by the State of new or rehabilitated housing to replace units removed for the Grove-Shafter Freeway extension;
- 4. an "infill" program that would place houses on presently vacant lots;
- 5. City support of ABAG's Regional Housing Subsidy Distribution System, which seeks to provide new lower-income housing opportunities in the suburbs.

As a framework for housing actions in Oakland, the City has prepared a Housing Assistance Plan (HAP) as part of each of its annual CD applications. (Federal regulations now require a three-year HAP as part of the Community Development and Housing Plan, as well as an Annual Housing Action Program to be submitted each year.) HAP provides estimates on condition of housing, assesses housing needs of lower-income households, specifies program targets, and describes general locations for its housing activities.

PUBLIC IMPROVEMENTS AND SERVICES

Many kinds of public improvements and services -by the City or by other agencies -- are relevant to land use.

General Concerns

Some general concerns about public improvements and services include:

- seeing that facilities are well designed and compatible with their surroundings;
- considering the possible impact of major capital improvements upon development patterns;
- 3. tailoring some kinds of improvements or services, where appropriate, to varying neighborhood needs or wishes;

- seeking to correct local deficiencies and inequities between areas;
- 5. designing or locating public facilities so as to minimize their operating costs;
- seeking opportunities for multi-purpose projects;
- 7. scheduling individual projects, where appropriate, to support other projects or actions.

For some projects which involve acquiring land, it may also be important to consider costsaving alternative forms of acquisition -- leases or the obtainment of scenic or access easements, for example, rather than securing fee-simple ownership.

The City's Capital Improvement Program

It is very helpful for a city to have a capital improvement program listing planned projects. Indeed for many years the City has prepared such programs, though their nature has changed from time to time. In recent years capital improvement programming has been largely an internal process within the City staff, oriented toward the staff's selection of projects to recommend each year for inclusion in the annual Budget.

A proposal recently developed by staff is for a more refined overall process. Its main thrusts are (1) to involve the Council directly in the listing of possible future projects and (2) to leave year-to-year flexibility to adjust to shifting funding opportunities and to new project ideas from citizens. A Capital Improvement Plan document has been drafted which includes a long "shopping list" of projects -- enough for many years. (This list includes both CD-funded and other City capital improvements, though it omits projects by the semi-autonomous Port of Oakland and Oakland Housing Authority.) The document contains information on individual projects,

such as the project's purpose, its funding source, its time frame (some with specific years and others in more general terms), and its operating cost implications where known.

It is now envisioned that the Council will review a document like this each year, add or delete projects, and officially endorse it -- thereby maintaining its own up-to-date list of desirable future improvements. As the second step in the annual cycle, the Council will then include certain projects from the list in its Budget for the upcoming fiscal year.

Types of City Improvements and Services

Many of the City's efforts to increase adequacy of public facilities and services are directed toward the CD Districts, seeking to correct the serious deficiencies that exist there. (Although, overall, such improvements are distributed widely through the CD Districts, there also has been or will be some targeting toward smaller sections within them -- including, for example, renewal or commercial revitalization areas.) Types of actions which have been or are being undertaken include:

- provision of new or improved local park or recreation areas;
- construction of other community facilities such as neighborhood centers;
- 3. street tree planting;
- curb, gutter, or sidewalk improvements on certain streets where these are lacking or deficient;
- 5. clean-up activities (such as removal of trash from vacant lots), and some recreation services.

The City is also doing additional park, recreation, and other improvements outside the CD Districts. These include, for example, park and trail acquisition or improvement in Shepherd



Canyon and the proposed creation of a North Oakland Regional Sports Center near the Caldecott Tunnel.

In the aggregate, the last few years' projects have made some notable reductions in park and recreation deficiencies within Oakland. However, only a fraction of the total deficiencies have been removed, and this suggests the need for vigorous continuing efforts.

Many other types of public works are also undertaken, including redesign of congested intersections; rebuilding or widening of certain streets; construction of parking lots or garages in various commercial areas; sewer repair or improvement projects; and the Port of Oakland's airport and other capital improvements. One special need may be for street lighting improvements in industrial areas where there are security problems.

Various City projects have been helping to preserve and enhance historical properties.

The Camron-Stanford House in Lakeside Park has been restored, partly using CD money. The Herbert Hoover House in Oak Center is being rehabilitated. Peralta House (on Paxton Street in Fruitvale) is planned for inclusion in a park with a historical theme. Dunsmuir House (in Hellman Park) has been preserved, partly for conference use, and its grounds are being improved. The Paramount Theater, which is a National Historical Landmark, has been acquired by the City and restored as a performing arts center.

Improvements in various public services could help implement the Land Use Element's goals -- for example, better crime prevention in industrial areas. One way to achieve that might be through educational efforts similar to the Police Department's current Home Alert and Merchants Alert programs.

Other Agencies' Improvements and Services

The Alameda County Flood Control and Water Conservation District has been pursuing a program of section-by-section improvements along Oakland's major creeks, as well as carrying out various channel maintenance functions. The District expects to complete its main channel improvements in Oakland in the next few years. During that critical period, the projects will typically be along environmentally important streams which flow through neighborhoods with serious recreation deficiencies. The City will look to the District to preserve the creeks' natural values, and help meet local recreation needs, to the maximum extent feasible. At some places where appropriate, it is expected that the City will also provide park or recreation facilities or programs to go beyond what the District is empowered to do.

EBMUD's water supply and pollution control projects can affect land use, especially in undeveloped areas which previously had no water service. Unfortunately, though, the enabling legislation is not as clear as it should be about EBMUD's responsibilities to take land use impact into account in its decisions.

Other actions which affect or could affect land use include:

- the Oakland Unified School District's current rebuilding of many schools, and its closing of certain sites;
- 2. the East Bay Regional Park District's creation or improvement of a number of parks or trails in and around Oakland, such as the new parks at San Leandro Bay and in Claremont Canyon (the District's Master Plan also shows, tentatively, new parks at the Emeryville Crescent and in the hills near Merritt College);
- 3. possible changes in AC Transit bus service, such as provision of better service in industrial areas;
- 4. various actions by the County of Alameda, such as its current construction of a major Pre-Trial Detention Center on Sixth Street in the Central District;
- 5. recognition of historical properties, under specified conditions, through the Interior Department's National Register program and the State's landmarks program (various Oakland properties have been recognized through one or the other);
- various other Federal and State actions, such as freeway improvements or possible future disposal of military property.

One possibility is establishment of a regional governmental office center in the Oakland Central District. Potential tenants might include ABAG, the Metropolitan Transportation Commission, the San Francisco Bay Conservation and Development Commission, the East Bay Regional Park District, and AC Transit.

PRIVATE PROJECTS

implementing the Land Use Element will be by private firms, households, groups, or institutions.

In some situations, changes in business practices or attitudes may be called for. Developers will need to be sensitive to neighboring uses, and to design their projects to harmonize with or enhance the surroundings.

Some private firms carry out important public utility functions. P.G.& E. and Pacific Telephone supply part of the necessary infrastructure for land use. Those two firms also participate in an ongoing program to underground existing overhead lines; the State requires them to set aside money for this purpose and the City decides which streets should be undergrounded.

Beyond this, various kinds of "public" improvements might be done instead through private action. For example, some street tree planting could be done by local merchants' groups, as it has been already in certain areas.

Private action can also be significant in open space preservation. The Trust for Public Land has been actively involved, through its model Oakland Land Project, with the problem of scattered vacant lots in the flatlands. It has acquired a number of these lots -- typically at low cost or through donations from banks or other owners -- and has been working with local groups to improve such lots as community vegetable gardens or small parks or landscaped areas. The program envisions final ownership being transferred to local land trusts or to public agencies.

Private organizations have also been involved in preserving historical properties. For example, rehabilitation of Dunsmuir House has been spearheaded by one group, while another raised much of the money for restoration of the Camron-Stanford House. A private developer is renovating the former Hotel Oakland, mainly as senior citizen housing.

Regulatory and Taxation Programs

Programs that regulate land use, or affect it through taxation, are administered by many agencies at the local, regional, State, and Federal levels. However, the roles of the different agencies are not necessarily fixed, and some transfers of functions among them may be appropriate. Similarly, though the City's regulations affecting land use now appear in various separate codes or ordinances, it may be desirable to relocate some of these controls or group them into more comprehensive codes.

The City finances these programs largely from permit fees and other General Fund revenues. However, some special funding sources are also used, such as CETA money for housing code enforcement. Other agencies use a number of the different local or outside funding sources at their disposal, with permit fees being involved in many cases.

Staff limitations may significantly restrict how much local government can do to restudy and improve its land use regulations. Furthermore, in shaping controls the potential cost of administering them will be a major concern.

While allowing for such constraints, the overall objective is to maintain an array of regulations (and taxation devices if employed for land use purposes) which are workable and fair and which effectively serve the Land Use Element's goals and policies. Year by year, various controls will need to be revised or added as studies provide new information or concepts, as conditions change (in some cases suggesting staged rezonings), and as citizen viewpoints change.

For City-initiated zoning changes, some special timing criteria include potential for and imminence of bad development allowed by the present controls (or good development barred by them); existence of possible inequities between different areas, properties, or uses; existence of (or likelihood of adding) public facilities, access, or amenities sufficient for potential development; and presence of specific citizen requests for change.

CITY ZONING REGULATIONS

The City's Zoning Regulations, which are in the Oakland Planning Code, can be discussed from two perspectives:

- what controls and kinds of zones can be found in the Code's text;
- 2. where the zones or other regulations are actually mapped.

However, these two aspects are very closely related. Zoning text changes and rezonings are to a large degree interchangeable. For example, if it is felt that an area's C-30 zoning allows unsuitable commercial construction, one could propose tightening the requirements of the C-30 Zone itself rather than placing the area in a different zone. Or one could take an even broader approach and seek to improve the controls on commercial development in general, regardless of zone.

Indeed, as Chapter 2 suggested, the use of specific standards for location, design, or operation -- or of review procedures for individual projects -- is for many purposes better than traditional zone-by-zone distinctions.

Textual Provisions

The Zoning Regulations contain a wide palette of zones, each intended for a different kind of location. They also establish special review procedures in many zones or situations, and prescribe varied types of standards for land uses to meet.

¹In addition, the City Planning Commission has adopted administrative guidelines for various land uses and areas, to supplement the statutory language.

Zones. Table 2 gives the name of each existing zone, and some of its major controls, as of 1979.

Most of these are basic zones, either residential, commercial, industrial, or special. ("Residential" zones, for example, are intended mainly for residential uses although they also provide for various other compatible uses.) There are also combining zones which can be mapped over the basic ones to supplement them with special provisions.

Despite the wide range of zones which already exist, some new ones may be desirable. For one thing, there is no zone designed for parks, golf courses, park-like campuses, and other open land uses. As for residential zoning, a possibility would be a new zone with a density lower than that of R-10. (The R-10 minimum lot size of 25,000 square feet allows a much higher density than is typical in some Hill tracts where it is now mapped.) A new residential zone intermediate between R-20 and R-30, or between R-50 and R-60, might also be useful. Other possibilities include a zone specially designed for areas that now contain a mixture of industry and housing; a new zone for some primarily noncommercial sections of major streets (this might allow offices or other commercial uses only in combination with residential use); and one or more new zones for specialized commercial areas.

The Zoning Regulations also provide for two devices that in some ways resemble combining zones:

- designated landmark controls, which can protect individual buildings or features of historic, architectural, or other special interest;
- 2. development control maps, which can provide precise siting or other regulations.

The latter device is a kind of "specific plan," a term referred to in State planning law. Such plans could be especially valuable in large undeveloped areas. The City could use them there to detail in advance what is appropriate, rather

than simply reacting to a developer's proposal. For example, they could show which parts of an undeveloped tract can have building clusters and which hillsides or tree masses should be left as open space.

Review Procedures. There are various procedures under which an individual project may either be approved, denied, or approved subject to special conditions intended to make it compatible.

Conditional use permits are required in many situations where a particular use might pose problems. For example, they are prescribed for liquor stores, bars, and other potentially troublesome uses in commercial zones; for some commercial uses in industrial zones; for many civic or other non-residential uses in residential zones; for duplexes in the R-35 Zone; for developments with three or more housing units in R-40 and R-50; and for high-rises in R-60. With a use permit, lot size may be reduced for a "mini-lot development" of town houses where occupants own their small individual homesites. (This provision, incidentally, can help reduce land cost for moderate-income owner-occupied housing.)

The design review procedure is required for all new construction and exterior remodelings in several zones.

The variance procedure is largely intended to provide relief in unusual cases where the zoning requirements would work an undue hardship. However, it also allows variances from certain yard, court, and other requirements where abiding by those requirements would preclude a more attractive or functional design.

Design flexibility is also encouraged by the planned unit development procedure, which offers varying special bonuses for good projects. For instance, there are potential housing density bonuses in R-35, R-40, R-50, and other zones of higher density. Commercial uses may be built within many residential zones. A zone's normal height limit may be waived. In the R-30 One-Family Residential Zone, an approved planned unit

SELECTED PROVISIONS OF THE ZONES IN THE OAKLAND PLANNING CODE, 1979

		Uses Permitted Outright or If Conditional Use Permit Granted (See Code text for unlisted uses.)						-pu	Design	Review	(See Planning Code text for conditional use permit criteria; special provisions for planned unit						
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- a. See details or exceptions in Planning Code text.
- Less is required for units on certain existing undersize lots.
- c. May be up to 75 per cent more units in senior citizen housing
- if conditional use permit granted.
- d. May be 10 per cent more units (or floor area) on corner lot or lot facing park.
- e. May be up to 50 per cent more units (or floor area) if development
- rights acquired from neighboring lots and conditional use permit g. granted.
- f. May be up to 50 per cent more units (or floor area) in highrise housing if conditional use
- permit granted.
- g. May be up to 15 per cent more floor area if sufficient plaza provided.
- h. A greater height may be allowed via conditional use permit.

development can include a mixture of different dwelling types.

However, there are some possible problems with the procedure. Dwelling type mix is not allowed in R-20. Furthermore, the procedure's minimum project size may make it unavailable in too many cases. A project must involve at least four acres of land in R-30, for example, and 60,000 square feet in R-35 through R-90. Such large sites are especially hard to assemble in built-up areas. Also, though a planned unit development permit is required for certain large commercial projects, residential developers do not have to obtain one unless they seek a special bonus. Perhaps the procedure could be made mandatory, at least in some of the big vacant sections of the Hills. This requirement might be tied to the advance preparation of specific plans for these sections.

Controls on Residential Density and Dwelling Type. Intensity of residential development is affected by the various zones' minimum lot size and lot-area-per-unit requirements. (In the highest density zones, there are also floor-area ratio limits on housing.) In R-10 through R-50, the required lot area per unit does not vary with the unit's size. In the high-density zones this does vary between "rooming units," "efficiency dwelling units," and "regular dwelling units," but the last category includes everything from a typically-sized one-bedroom apartment up to the largest house.

There is, though, a provision in many zones which allows more units in senior citizen housing if a conditional use permit is granted. (This housing typically involves smaller units or households.) Conditional use permits may also allow density increases in high-density zones for projects where development rights have been acquired from abutting lots, restricting potential construction thereon, or (in some zones) for high-rises where design effectively compensates for the added bulk.

Dwellings taller than two stories are excluded from the R-10 through R-50 Zones. A few other zones limit the height to three or four stories or require a use permit for taller structures, but high-rises may be built without such a permit in R-70 through R-90 and in various nonresidential zones.

The density and dwelling type controls in general might be reviewed in light of this Element's goals and policies. Some possible changes include:

- 1. basing maximum density, at least in higherdensity zones, on number of rooms or bedrooms rather than number of units;
- 2. requiring a conditional use permit for highrise buildings in R-70 or other zones -and possibly for large low-rise projects in R-60;
- 3. allowing (if a use permit is granted) a density bonus in some zones for projects which clearly benefit the neighborhood by removing a blighting situation such as an offensive nonconforming industry;
- 4. allowing in some zones (with a use permit) a higher density for tasteful conversion of attractive older dwellings than would be allowed for new construction:
- 5. providing a use permit procedure in singlefamily zones for small-scale cluster developments that might harmonize better with some natural settings than a series of standard one-family-detached homesites;
- 6. reducing the permitted residential density in some commercial zones such as C-40;
- 7. either requiring, or providing a density bonus for, the inclusion of low- or moderate-income units within large housing developments.



Other Controls Affecting Design of Housing. In addition to density, dwelling type, and height controls (and the general design review requirements of several zones), a number of other zoning provisions also affect the design of housing. These include the various minimum yard, court, and lot width requirements; the off-street parking requirements (which are discussed further below); the provisions on screening or landscaping of certain parking areas and other spaces; and the requirements for "usable open space" for outdoor recreation or leisure.

Most of these provisions have been unchanged since the present Planning Code's adoption in 1965. They might be reconsidered in terms of Chapter 3's criteria for housing design. As one example of a possible problem, the same amount of usable open space is now required for studio apartments as for three-bedroom units despite the difference in likely number of residents. As another example, the appearance of many streets in the Hills has been affected by the provision which automatically reduces the front yard requirement to five feet on any lot with a grade more than 20 per cent. Possible changes include tightening up that front yard provision (and maybe certain

other yard controls like some zones' side-yard standards opposite living room windows) but making various other yard or height requirements more flexible; basing usable open space on number of rooms or bedrooms rather than number of units; requiring special setbacks or screening for usable open space along noisy streets; adding more detailed criteria for harmony of scale and appearance; requiring a greater lot width for large apartment buildings; putting more restrictions on front-yard parking; requiring landscaping in front yards; and requiring a specific number of trees in relation to project size.

Controls on Nonresidential Uses. Although some nonresidential zones have high standards for development (and in some cases even require design review), other zones -- including for instance the C-40 Zone found along various prominent commercial strips -- are quite unrestrictive. (For example, many zones do not require all large parking lots to be landscaped or screened.) While some areas need less stringent control than others, improvement may be warranted in many zones or situations. Some possible changes include stronger sign controls and requirements for landscaping or screening open uses. The existing performance standards on noise (which apply only in certain zones) need to be revised and updated, and perhaps extended to additional zones.

Though there are presently several zones designed for compact shopping areas, some of these zones such as C-35 or C-45 may need additional controls to protect ground-level retail frontages.

Provisions on Land Use Mixture and Transition.
The various zones' lists of allowable uses provide for many desirable types of land use mixture. For example, housing is provided for in most commercial zones, and certain commercial uses may locate in some high-density residential zones if a conditional use permit is granted. However, other use mixtures are precluded which may also be desirable. For instance, the C-30 and C-35 Zones prohibit all manufacturing establishments whereas some types might be appropriate there.

As for undesirable land use mixtures, a major concern involves how to provide for certain kinds of areas where housing and industry are now intermingled. A new kind of zone, or other special controls, might be devised for such areas. In places where the housing should eventually be replaced by industry, such regulations could make the transition smoother. They might also be used to encourage conservation of rehabilitable old houses. For example, some industrial expansions might be allowed only if the affected dwellings were relocated -- perhaps onto vacant lots in nearby neighborhoods.

As for transition between adjacent areas of contrasting land use, there are already some special restrictions. For example, an open parking lot or storage area in a commercial or industrial zone must in many cases be screened from adjacent residentially zoned property. At the same time, flexibility is offered by provisions allowing certain use extensions past a zone boundary if a conditional use permit is granted. There is probably, though, need for improvement of such "interface" controls.

Controls Protecting Historic and Architecturally Interesting Structures. The S-7 Preservation Combining Zone and the "designated landmark" device both require design review for new construction, exterior alterations, and demolitions. However, if a demolition is denied this merely involves a temporary delay period, to allow time for means of saving the structure to be explored—and the owner can still tear the building down if he waits out that period. A possible amendment would authorize permanent denial of demolitions, at least in some places or situations.

Parking and Loading Requirements. Off-street parking is now required for new structures in general -- though not for many nonresidential uses below certain sizes, and not for all or many types of uses in the C-52 or C-55 Zone. The required amounts of parking typically vary from zone to zone so as to roughly reflect differences in area character or orientation toward public

transit -- although the parking requirements for housing do not vary at all between the diverse R-50 through R-90 Zones. (Special exceptions provide reduced requirements near BART stations; reductions for elderly or other special housing, or in some shared parking arrangements, if a use permit is granted; and the possibility of special reductions or waivers in certain areas if there is sufficient public parking.) Off-street loading facilities are generally required for large new structures, in virtually all zones.

In light of new concerns like energy conservation, some study should be directed toward the impacts that differing parking requirements might have on vehicle usage. Existing requirements could conceivably be reduced or waived in situations where effective alternatives could be provided. Other changes might also be considered, such as varying the residential parking requirements more between zones -- and between units of different sizes.

Retroactive Provisions. Only a few of the present zoning controls are retroactive, requiring existing land uses to be removed or made conforming within stated time periods. (Such requirements apply, for example, to nonconforming signs and unscreened storage areas in several zones or situations.) It may be appropriate to make various other controls retroactive, too. Particular attention might be given to correcting the most offensive situations, such as noisy industrial operations within residential areas.

The Zoning Pattern

Map 4 shows the basic zoning pattern, as of 1980, in simplified form. It does not depict various small areas of different zoning (for example, the

Development within the Port Area is not required to conform to the Zoning Regulations. However, the City Charter basically calls for development there to conform to the Oakland Comprehensive Plan.

Glenview commercial area on Park Boulevard). Nor does it show combining zones, development control maps, or designated landmarks.

The existing zoning pattern can be compared in a general way with the land uses shown on Map 2, but this must not be done too literally. A one-to-one match -- everywhere and at all times -- is not necessary.

One reason is that the details on Map 2 are largely illustrative in nature, and closer studies may show that Plan goals and policies justify some variations from those details. Furthermore, Map 2 shows only the predominant use or density of each area, and closer study may indicate that some properties within the area should be developed differently. (By analogy, the zones' names give an incomplete picture of what land uses they allow; for example, many "commercial" zones provide also for housing or wholesaling.) Seeming discrepancies between the zoning and Map 2 may also be justified in terms of timing: in some areas a land use change may be desirable at a future time, but zoning should not allow that till conditions are ripe for it. Moreover, certain areas are already built up at a higher density (or for a different purpose) than would be suitable for new construction. Even where Map 2 reflects the predominance of this existing development, zoning there may need to be different. In contrast, it may be fitting for many other areas' zoning to have a theoretical maximum density greater than the average density which Map 2 shows for it. This could allow occasional higher-density projects -assuming there are adequate development standards or review procedures which would ensure these projects' compatibility with the area. Indeed, the standards and procedures that apply in each zone must be taken into account when comparing zoning with desirable land use.

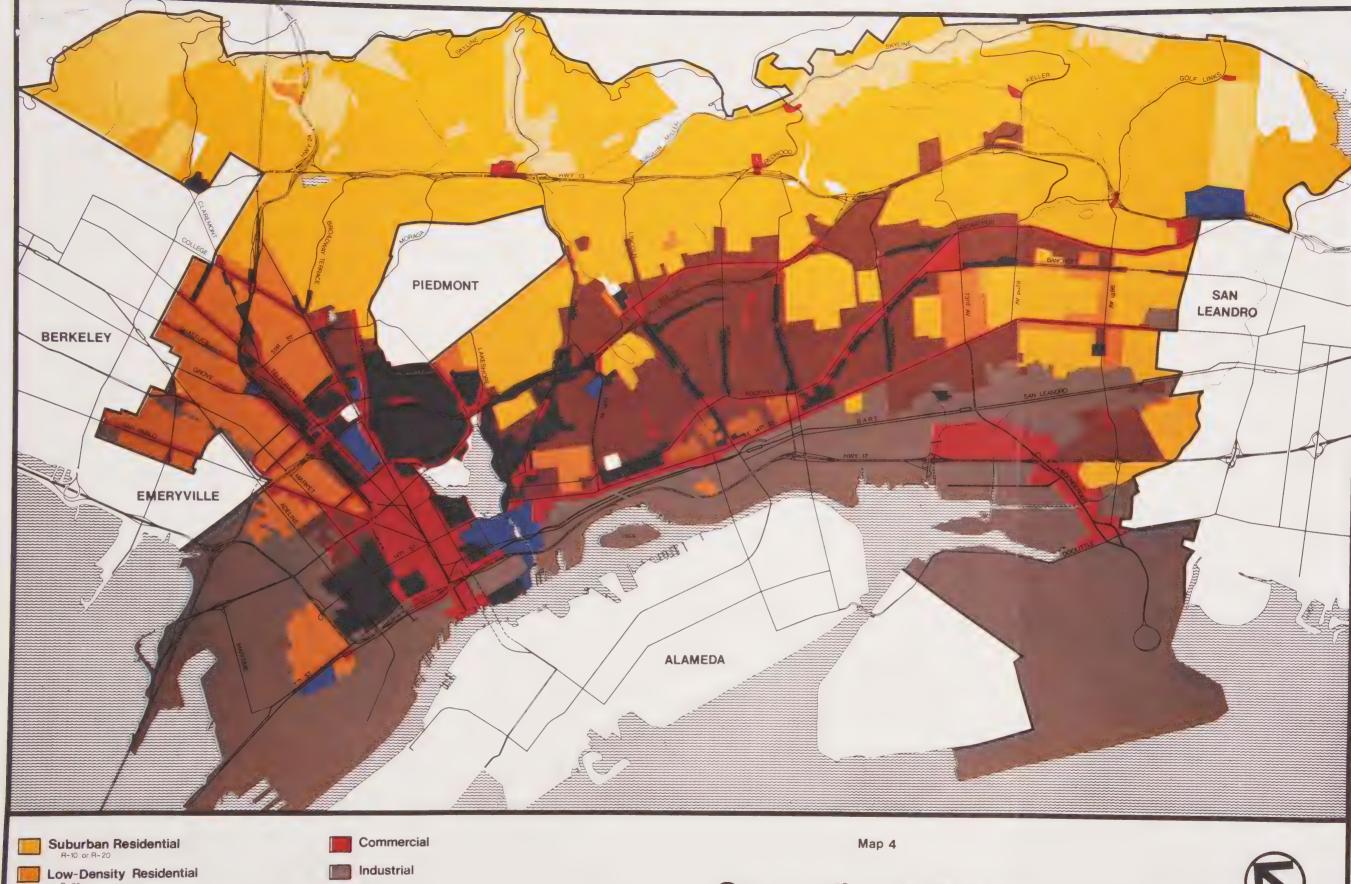
However, a big mismatch between the zoning and land use patterns often represents a warning signal. There may be a particularly urgent need for attention where the zoning allows construction

at densities much greater than what Map 2 depicts (or for very different types of uses) without any special project review requirement.

Residential Zoning. That situation exists with much of Oakland's present high-density residential zoning. This type of zoning now covers many residential areas in and generally near the Central District, and also includes various outlying clusters or strips along thoroughfares. (The majority of this is in R-70, but R-80 covers notable areas in and around the Central District; R-90 is mapped in parts of the Central District; and R-60 applies in several places, especially within the Acorn and Oak Center renewal areas.) In the aggregate this much high-density zoning seems excessive, and in many specific places the zoning permits a density far greater than what Map 2 shows.

Sharp downzonings (perhaps to R-40 or R-50) may be appropriate in a number of places where Map 2 suggests low-medium or medium density. These include (1) various areas near the Grove-Shafter Freeway and Mosswood Park, (2) the Yosemite/Fairmount area east of Piedmont Avenue, (3) the area south of Morcom Rose Garden, (4) some sections along or near Perkins Street and Kempton Way, (5) much of Oak Center or Acorn, and (6) some outlying R-70 clusters or strips like those near Garfield School and along School Street and High Street. Downzonings may also be appropriate in certain areas which are shown within Map 2's high-density category but where the present zoning allows a density that would be excessive for local conditions. For example, parts of Adams Point and the Oakland Avenue/Monte Vista area might be suitable for downzoning to R-60.

The R-50 Medium Density Residential Zone also appears to be mapped much too extensively. Its main section covers half of residential East Oakland, stretching almost unbroken from near Park Boulevard to beyond Seminary Avenue, with extensions to about 82nd and 98th Avenues. R-50 zoning can also be found elsewhere in Elmhurst,



Low-Medium-Density Residential

Medium-Density Residential

High - Density Residential

Special S-1, S-2, or S-3

Unzoned

Notes:

- 1. This broad version (as of June 5, 1980) is not an official zoning map.
- 2. A number of small areas with different zoning are not depicted.
- Combining zones, development control maps, and designated landmarks are not depicted.

Generalized Zoning 1980



West Oakland, North Oakland, and the Lower Hills and even at some places in the Hills. In many of the areas involved, the potential R-50 density considerably exceeds the density of most or all of the existing development — though the import of this is somewhat lessened because R-50 allows projects with more than two units only if a conditional use permit is granted.

A high proportion of the present R-50 land (or at least of that shown at less than medium density on Map 2) could be considered for possible downzoning. A change to R-30 may be fitting for certain sections which are now built up entirely, or nearly so, with one-family houses. R-40 or R-35 may be appropriate for other areas where an admixture of duplexes or apartments is desired.

As for other residential zoning, R-40 now covers much of residential North Oakland and West Oakland, and also appears at some places in the East Oakland flatlands, the foothills, and the Hills. R-35 zoning can be found in North Oakland and in the 73rd Avenue area of East Oakland. Some large areas in Elmhurst and Central East Oakland and some smaller ones in Fruitvale and San Antonio are in the R-30 One-Family Residential Zone, and most of the Lower Hills is in that zone. So is most of the Hills, except for a few sections of other zoning such as R-10 and R-20 -- and therein lies a serious problem.

In theory R-30 allows the land to be carved into 5,000-square-foot lots: an overall density which in much of the Hills would be quite incompatible with the topography and other natural conditions. Such unrealistic zoning could lead owners to assume they are entitled to R-30 density however badly they have to damage the landscape to achieve it. Large sections of the Hills (and perhaps some R-30 areas in the foothills) could have allowable density reduced.

In contrast to the downzonings mentioned above,

residential upzonings may be desirable in a relatively few places. (Among these could be certain of the areas where Map 2 shows a density increase -- though in some cases the upzoning might need to wait for the long run and be preceded by an interim downzoning.) Furthermore, various gains or losses of residential zoning are expected from rezonings to or from commercial and industrial zones, as discussed below.

Commercial Zoning. Commercial zoning now covers nearly all of Oakland's commercially developed areas, as well as a few vacant areas planned for commercial use. It also covers some developed sections which are largely or wholly in residential or other noncommercial use. (These include substantial parts of thoroughfares like Foothill and MacArthur, as well as small isolated patches of commercial zoning found especially in parts of East Oakland.) Where appropriate such areas should be considered for rezoning to a residential zone (or possibly to some other zone that would allow only restricted commercial use).

(In contrast, some extensions of commercial zoning may be in order for new commercial development which conforms to the Land Use Element's policies. Some existing commercial areas which are now industrially zoned, such as those along Embarcadero Marina, might be rezoned to commercial.)

Most commercial areas outside the Central District are now in C-30 or C-40, both of them relatively unrestrictive zones designed for commercial strips. Yet these zones blanket many different kinds of areas, including most of the outlying compact shopping clusters. At least many of the latter could be considered for rezoning to C-35 or other zones specifically intended for such clusters. Other areas may also need better tailored commercial zoning. For example, portions of Grand Avenue might call for the C-25 Office Commercial Zone.

Industrial Zoning. At present industrial zoning covers nearly all of Oakland's industrially developed areas, as well as a good deal of undeveloped land and some commercial uses. It also

involves a significant amount of housing (much of which is in isolated pockets located in the East Oakland industrial belt). Some housing is favorably enough located that permanent residential zoning might be considered for it. In other places where eventual replacement by industrial use is indicated, the present housing may still need some form of protection as long as it remains. In certain areas the existing industrial zones may be sufficient, perhaps with the addition of some special requirements for cases where housing is present. Other areas might benefit from rezoning either to a more restrictive industrial zone that is already on the books, or to a new kind of mixed-use or transitional zone. In still other areas local conditions may warrant a change to residential zoning for the near future, with eventual industrial re-use being allowed through such devices as rezoning by stages back to an industrial zone.

Most of Oakland's present industrial zoning is M-30 or M-40 -- though the M-20 Light Industrial Zone has been mapped in various sections, including parts of West Oakland, along the industrial belt's boundary with adjoining residential neighborhoods. M-20 might well be mapped elsewhere along that boundary, especially in East Oakland. The M-10 Special Industrial Zone, which has hardly been used at all, might be applied to high-quality industrial areas in or near the Coliseum Industrial Complex.

Special Zoning. The S-1 Medical Center Zone now applies to the primary medical cluster on Pill Hill, as well as to several outlying facilities. The S-2 Civic Center Zone is mapped in and near the main Civic Center and adjoining Laney College, as well as at the large postal facility on Seventh Street in West Oakland. The S-3 Research Center Zone applies to the Peralta Oaks/Hellman Park area. A new kind of special zone should be

considered for major permanent open spaces, some of which are now unzoned altogether.

Supplemental Zoning. The S-4 Design Review Combining Zone is now mapped around Lake Merritt, in several parts of the Central District, and at a few other places including the Coliseum-Hegenberger Road area. The S-5 Travel Accommodation Combining Zone can be found along several major streets, especially Foothill, MacArthur, and West MacArthur Boulevards. The S-7 Preservation Combining Zone applies to Victorian Row and has been mapped at proposed Preservation Park. The S-8 Urban Street Combining Zone appears along Broadway from Sixth Street to Grand Avenue and along some nearby streets. The S-9 Retail Frontage Combining Zone is mapped at the Lakeshore shopping area. The S-10 Scenic Route Combining Zone can be found in Shepherd Canyon and along Grizzly Peak Boulevard, Tunnel Road, and part of Skyline Boulevard.

The mapping of combining zones may be desirable at a number of other places. For instance, S-4 may be called for at some visually sensitive locations. The S-6 Mobile Home Park Combining Zone, which now applies nowhere, might be mapped to provide for mobile home development in suitable places. S-7 may be desirable at some extra locations -- possibly, for example, certain blocks in Clinton Park or the area of 1930-vintage commercial buildings near 20th and Broadway.

As for designated landmarks, these now protect only about 35 properties. A great many more might be worthy of that status. The only existing development control map applies to the Peralta Oaks/Hellman Park area, but comparable maps might be desirable in other places including some vacant tracts in the Hills.

SUBDIVISION REGULATIONS

California's Subdivision Map Act makes nearly all real estate divisions in Oakland subject to City review. It gives the City broad power and responsibility to guard against improper development. A subdivision must be denied if it is inconsistent with the Comprehensive Plan (or any applicable

specific plan), if the site is not physically suitable for the proposed density and type of development, or if the proposal is likely to cause substantial environmental damage.

The State law is supplemented by local controls on subdivisions. These prescribe review procedures; set forth many regulations on design (such as on lot pattern and street width); and provide for construction of streets or other improvements where appropriate. A soil report is required, unless waived by the City. There is a provision calling for design to minimize or eliminate potential flood damage. One standard calls (with certain exceptions) for new lots to be at least as big as the prevalent size of surrounding lots -- and in some places this rule lessens the potential impact of present overzoning in the Hills.

Another regulation requires due consideration for providing public or common open spaces. However, it seems desirable to add more detailed requirements for dedication of parks or recreation areas.

OTHER CITY-ADMINISTERED REGULATIONS

Land use is also affected by a number of other City-administered regulations. These include:

- the City's grading ordinance, which requires permits for substantial earth moving projects;
- the Oakland Municipal Code's provisions on development within a flood plain, which incorporate Federal standards such as minimum elevation or floodproofing;
- the provision banning use of septic tanks except under certain conditions on large lots;
- certain other special provisions of the Oakland Municipal Code, such as those on unnecessary or persistent noise and those requiring City Manager's permits for some businesses;

- 5. various parking and traffic controls in the Oakland Traffic Code;
- 6. the State's Alquist-Priolo Geologic Hazard Zones Act and related City provisions, which regulate construction in such zones and require geologic reports where appropriate;
- 7. the State-prescribed Noise Insulation Standards (which limit indoor noise levels for all new housing except singlefamily-detached dwellings) and related City provisions;
- 8. the Oakland Building Code's provisions for soil reports in known areas of unstable soils;
- the Sign Code's special restrictions on signs along freeways;
- 10. other health- or safety-related requirements of the Building, Housing, Sign, and Fire Prevention Codes, which affect in many ways the design of new structures -- and the maintenance or remodeling of existing ones (the City's extensive code enforcement efforts have led to alteration or demolition of numerous buildings);
- 11. special rehabilitation standards that apply in renewal areas like Oak Center;
- 12. temporary "moratorium" ordinances, which have been enacted on several occasions to delay construction in an area (or further development of certain kinds of uses) while appropriate planning is done.

The City in a sense "regulates" new publiclyassisted housing through arrangements with the State and HUD whereby the City can review, and in some cases reject, such proposals.

The Port of Oakland has broad regulatory power over the Port Area. It reviews building and sign permit applications within its area, and can reject them if they conflict with Port policy.

It also influences land use by imposing conditions on sales or leases of Port-owned land. For certain areas, such as the Oakland Airport Business Park, it has adopted special development standards.

In the future, various new or amended City controls may be desirable. Possibilities include:

- amending the grading ordinance to spell out permit criteria on visual and ecological impact;
- 2. adding provisions to the Municipal Code on needed street improvements where someone builds (in a single-family zone) on an existing lot along an unimproved "paper street";
- 3. enacting so-called "preferential parking" controls (giving preference to local residents) in some residential areas where curb spaces are heavily used by outsiders;
- 4. improving noise provisions in general, including the enactment of a comprehensive noise ordinance dealing specifically with such things as construction noise and loud or unusual noises:
- 5. providing greater flexibility for rehab of older structures by allowing more exceptions to the present Code rules (such changes might help both to encourage desirable rehab and to protect the architectural integrity of interesting buildings);
- enacting and enforcing more standards for maintenance of existing nonresidential buildings;
- 7. using a so-called "official map" technique to help reserve room for future streets or other public uses (this might permanently restrict private construction on the

- mapped right-of-way -- or just require enough advance notice that the City can buy the land in an undeveloped state);
- 8. employing covenants or conditions of sale to control future specific use or design when the City sells surplus land along street widenings (this approach has already been explored along one major street project).

OTHER AGENCIES' REGULATIONS

Many controls that affect land use, directly or indirectly, are administered by agencies other than the City of Oakland. They include the following:

- 1. Cities and Counties. Alameda, Berkeley, and other cities around Oakland regulate land use within their jurisdictions through zoning and other types of controls roughly comparable to Oakland's. County governments do the same for their own unincorporated areas.
- 2. Alameda County Airport Land Use Commission.
 This Commission has review power over projects which might be inconsistent with its plan for the general vicinity of Metropolitan Oakland International Airport. If a project is rejected by the Commission, it may be pursued only if the local jurisdiction's governing body approves it by a four-fifths vote.
- 3. Local Agency Formation Commissions. The LAFCO in each county has power over annexations to (or creation of) cities or special districts -- which ultimately may affect land use through such means as the extension of public services.
- 4. East Bay Municipal Utility District.
 Through its comprehensive water control ordinance (and sewage rate schedule),
 EBMUD controls the strength and composition of wastes entering its system.

- 5. Bay Area Air Quality Management District.
 This District, which has jurisdiction over most of the Bay Area, limits the emission of air pollutants from stationary sources such as factories and open burning. In addition, it has permit power over major new "indirect" pollution sources like shopping centers and large parking garages.
- 6. Metropolitan Transportation Commission.

 MTC reviews certain kinds of applications for Federal or State funding for transportation purposes.
- 7. San Francisco Bay Conservation and Development Commission. BCDC has jurisdiction over the entire Bay plus a shoreline band generally going 100 feet inland from the line of highest tidal action. Any filling, dredging, or other significant change within this area is subject to BCDC approval.
- 8. Water Quality Control Boards. The San Francisco Bay Regional Water Quality Control Board sets and enforces water quality standards, makes recommendations on applications for sewerage facility grants, requires permits for sewage or industrial waste discharges, and has at least residual power to prohibit use of septic tanks. The Regional Board is a semi-autonomous unit of the State Water Quality Control Board, which has some extra functions such as handling appeals from Regional Board decisions.
- 9. California Air Resources Board. This State agency limits emission of air pollutants from vehicular sources.
- 10. U.S. Environmental Protection Agency. EPA sets and enforces performance standards for vehicles, industries, and products, with special emphasis on combatting pollution in general. It shares with the Air Quality Management District review power over developments which could be

- major indirect air pollution sources.
- 11. U.S. Coast Guard. The Coast Guard has primary responsibility for enforcing all Federal water pollution laws in the Bay.
- 12. U.S. Army Corps of Engineers. The Corps uses regulatory powers to protect navigable waters, to restrict discharge of certain industrial wastes, and to control work in unfilled parts of diked areas.
- 13. Other Agencies. The State Department of Health has permit power over uses such as hospitals, nursing homes, and homes for the handicapped (and the Department of Corrections over halfway houses), though for some of these the power is delegated to County government. Public utility uses like power plants are subject to approval by the State Public Utilities Commission. Tall structures which could conflict with air traffic are subject to certain State and Federal requirements. The Federal Aviation Administration also controls new airplanes' noise emission rates. The State has regulations that restrict noise emissions from motor vehicles, and requirements which seek to limit the noise impact of airport operations upon residential land use. Various Federal or State assistance programs or projects involve certain special provisions, such as those which seek to conserve properties on the National Register of Historic Places or limit the noise impact of highways. Other examples are the policies and standards which seek to restrict noise exposure for HUD-assisted housing, and to limit risks in flood plains for localities taking part in the Federal Flood Insurance Program.

A number of new or improved regulations may be desirable. For example, the Environmental Management Plan prepared by ABAG calls for various tighter controls on vehicular and stationary-

source air pollution. As another example, better protection seems needed for many dry-land open spaces, outside Oakland, which are of regional importance. For some of those open spaces, new techniques such as compensable regulation might be in order.

PRIVATE REGULATIONS

There can also be privately established and administered regulations. Many of Oakland's subdivisions have deed restrictions, which vary greatly from place to place. They may, for example, set a minimum lot size, say what kinds of dwellings are permitted, or restrict home occupations. Some homeowners associations have found it difficult to adequately enforce such controls. However, establishment of new private regulations (or at least voluntarily agreedupon standards) seems appropriate for some locations, both residential and nonresidential. They might be used, for instance, in a shopping area to help achieve harmonious building design.

Private citizens might also become involved in the administration of public zoning or other controls. For example, in Rockridge a local design review committee has made recommendations to the City on projects in that area.

ENVIRONMENTAL REVIEW

Environmental review provisions represent a special kind of regulation that imposes no substantive controls. Rather, its basic function is to evaluate various projects' potential impact and suggest alternatives and mitigation measures. The California Environmental Quality Act (CEQA) and State EIR Guidelines require an Environmental Impact Report (EIR) on all public projects, and private ones needing discretionary public approval, which may have a significant adverse effect on the environment. (Certain types of projects are exempted, though, and an EIR is not required in cases where a finding of no significant effect can be made in advance.) As an informational document the EIR is not binding, but it must be



considered by the relevant public agency before deciding on the project. There are rather similar Federal requirements for projects where Federal agencies or funding are involved -- and a "historic preservation assessment" must be done if such a project would impact a property that is on the National Register, or which has been found by the Secretary of the Interior to be eligible for inclusion thereon.

The City has adopted supplementary guidelines of its own for implementing CEQA. Environmental review has become an important part of City decision-making procedures.

TAXATION

An effect of high property taxes is to pressure owners of open land to develop it with uses that bring in more money. One response to that problem has been the Williamson Act, which allows tax reductions within officially declared open space "preserves" -- although some critics

have questioned the Act's real effectiveness, and various improvements in it would be desirable. (Section 51050 of the California Government Code offers a possible alternate approach involving 20-or-more-year open space easements.) Tax reductions under the Williamson Act have been granted in many parts of the Bay Area, but not in Oakland. Indeed these or comparable tax breaks may be inappropriate here because of the City's revenue needs and Oakland's high degree of urbanization. However, further use of them might be helpful in the undeveloped hilly areas beyond the city limits.

More useful in Oakland may be tax breaks for historical properties. State law lets such properties be assessed, under certain conditions, on the basis of their present use rather than potential future use: an interesting option which so far has not been implemented in Oakland.

Rehab and maintenance of existing buildings in general are strongly influenced by tax laws. Certain income tax provisions have tended to discourage upkeep (although it is worth noting that a Federal tax break is available for some historic property rehab). Local property taxes can also act to deter rehab. Accordingly, the Comprehensive Plan's Housing Element urges tax law changes to encourage housing rehab and discourage the continuation of substandard housing.

Planning, Coordination, and Monitoring

Sufficient planning, coordination, and monitoring must be done, on a continuing and timely basis, to ensure that the programs discussed above effectively serve the Land Use Element's goals and policies. Though much of this will be funded out of local tax revenues, Federal, State, or regional money will be involved in many cases, particularly where the work relates to projects using such money. The resources and time of private firms, groups, and citizens will also be important -- especially because local government staff time available for planning and monitoring

may be limited by Proposition 13-related funding problems.

PLANNING

Sound planning will be needed at all levels, including the broad one of the Comprehensive Plan. The Land Use Element and other parts of the Plan will need to be reviewed from time to time, and amended if appropriate. Some changes in the Plan may grow out of planning and programming efforts at more detailed levels. The latter will include periodic preparation or updating of CD applications, HAP, the OEDP, the Capital Improvement Plan, and related documents. They will also include detailed planning for individual programs and projects affecting land use -- and timely studies of various geographical areas or special topics.

Along the waterfront, the Port has been seeking to refine its Shoreline Plan section-by-section through detailed area studies. Elsewhere, the City has been analyzing various residential areas, including part of the Hills. It is preparing detailed action strategies for the Coliseum area and various commercial revitalization areas. In some areas citizens or local firms have done detailed planning of their own, an example being the Seminary/Foothill shopping area where merchants and financial institutions have come up with a revitalization plan. The OEDP proposes planning for various additional areas. Other area studies that seem desirable include:

- further detailed planning for renewal or revitalization areas;
- 2. study of appropriate controls in those areas suggested for rezoning;
- 3. other or more comprehensive planning for selected residential areas (this could cover various matters like land use-traffic conflicts, local recreation needs, or desired uses for specific vacant lots);
- 4. land use planning along future street widening projects like upper 73rd Avenue/Hillmont Drive (this would consider,

- especially, possible re-use of surplus land to be left by the widening);
- 5. planning in the corridors along creek projects (this will require close cooperation between the City and the Flood Control District, and a multipurpose approach that takes into account environmental and recreational concerns as well as flood control ones).

Planning on special topics will need to include study of various zoning text changes or other regulatory amendments. It would be desirable to complete a citywide inventory of notable historic and architectural resources. Gathering and mapping various other kinds of information -- such as additional data on natural hazards -- would be helpful in land use decision-making.

A great deal of relevant planning has been underway, or can be expected in future, by local agencies other than the City and at the regional, State, and Federal levels. The following plans or studies are especially noteworthy:

- 1. the County Airport Land Use Commission's Airport Land Use Policy Plan, through which the Commission seeks to coordinate land use decisions in the general vicinity of Metropolitan Oakland International Airport (and other civilian airports in the county) and to keep new development there compatible with existing and planned airport operations;
- 2. the Defense Department's AICUZ (Air Installations Compatible Use Zone) Study for the Alameda Naval Air Station, which has considered the Station's safety and noise implications for land use;
- 3. the County of Alameda's own Master Plan, which has various components including a countywide Solid Waste Management Facilities Plan;

- 4. the San Leandro Bay Transportation Study, which has included consideration of land uses in that general area and their implications (this joint-powers study has involved the City and Port of Oakland, the City of Alameda, and other agencies);
- 5. the East Bay Regional Park District's Master Plan, which calls for major improvement and expansion of the District's parkland and trail system, and the District's more detailed planning for or assessment of specific sites such as San Leandro Bay;
- 6. the recent multi-agency (Park District, County, etc.) Ridgelands Study, which recommended a huge permanent greenbelt through the East Bay hills;
- 7. ABAG's overall Regional Plan, which features a "city centered" concept and seeks to limit suburban sprawl and conserve open space;
- 8. ABAG's Environmental Management Plan, which establishes regional policies for air and water pollution control, solid waste disposal, and water supply coordination;
- 9. MTC's Regional Transportation Plan and its Regional Transportation Control Plan, which between them seek to provide for circulation needs but avoid unnecessary energy consumption and air pollution;
- 10. BCDC's San Francisco Bay Plan, which provides for preservation or carefully regulated use of the Bay and its shoreline;
- 11. the proposed Urban Development Strategy for California (drafted by the State Office of Planning and Research), which would give priority to rehab of, and infill development within, existing urban areas.



COORDINATION

Coordination among public agencies and departments and with the private sector is presently served by a number of devices or procedures including:

- 1. the Oakland Comprehensive Plan itself, which advises other parties about the City's basic intentions on land use and related matters:
- 2. the State requirement that other agencies' projects in Oakland must in certain cases be referred to the City for a report on their conformity to the Plan;
- other agencies' comparable plan documents;
- 4. preparation or updating of the City's CD applications, HAP, OEDP, Capital Improvement Plan, and related documents, each of which involves orchestrating many different programs or projects:

- 5. City review of individual proposals for publicly-assisted housing in Oakland;
- various internal City procedures, such as interdepartmental committees or project review;
- 7. direct contacts among agencies with related concerns;
- 8. the regular environmental review procedures;
- 9. the "A-95" notification and review processes, involving the ABAG and State Clearinghouses, for Federally funded projects;
- 10. City membership in regional organizations
 like ABAG;
- 11. general coordinative activity by ABAG, MTC, the County of Alameda, and the Alameda County Mayors Conference;
- 12. the City Planning Department's practice of notifying interested citizen groups about zoning applications;
- 13. the City Planning Commission's administrative guidelines for certain land uses or areas (these help tell potential developers what the City will expect of them).

Coordination could be helped by further "outreach" efforts to inform developers and citizens about land use problems and concerns. On the other hand, developers should actively consult with City staff at an early stage before project design is firmed up.

In many cases developers would also do well to consult in advance with nearby residents, owners, or businesses. For example, the prospective builder of a large apartment house could first discuss the matter with the local neighborhood group. Suggestions for mutually beneficial changes could result, along with general good will.

MONITORING

There are already a number of monitoring procedures that are relevant to land use. For instance, the City Planning Department periodically tabulates housing unit additions and removals by census tract, and these figures are then used by the County in estimating each tract's population. A program evaluation report is prepared on each year's CD actions. As another example, ABAG keeps an eye on regional growth in general. Some new monitoring activities would be useful, such as the City Housing Element proposal to develop and maintain information on the condition of housing.

Monitoring is somewhat hampered by a shortage of readily available current data. However, building permits or zoning and subdivision records provide some trend information. Furthermore, much monitoring can be broad or qualitative in nature, and is not dependent on detailed statistics. What is important is to keep posing the right questions -- and then to adjust current programs when the results call for it.

Some of the criteria used in monitoring are connected with particular programs such as Community Development. Other criteria include those provided or implied by various policies and other statements in the Land Use Element report. One can periodically ask:

- . In general, have recent land use changes been consistent with this Element's goals and policies?
- . Looking specifically at recent apartment construction, has this been occurring in the right kinds of places according to the policies on density and dwelling type?
- . Has the design quality of recent projects lived up to policy thereon?
- . Does significant deterioration seem to have occurred in existing land uses?

- . Have recent rezonings or other regulatory changes furthered the Element's goals and policies -- and has timely progress been made in improving land use regulations or adapting them to changing conditions?
- . In particular, how do the current pattern and aggregate amount of medium- and highdensity residential zoning compare with policy thereon?
- . To what extent have recent capital improvement, renewal, and other nonregulatory public actions helped to advance the land use goals and policies?
- . In particular, has significant progress been made in reducing public facility deficiencies in existing residential areas?

Actions

The City will undertake the following actions or, where so indicated, recommends that they be done by others:

RENEWAL, IMPROVEMENT, AND RELATED ACTIONS

- 1. The City will implement the Land Use Element's goals and policies through a varied and substantial array of urban renewal, economic development, housing, and public improvement and service actions. It urges other public agencies and the private sector to undertake comparable actions consistent with their means and functions.
- 2. The City will seek wherever appropriate to work with other agencies on multi-purpose public improvement or other projects.
- 3. The City will annually prepare a multiyear capital improvement program.

- 4. The City will continue to undertake projects, as rapidly as its financial resources permit, to reduce its park and recreation deficiencies at the neighborhood, community, and citywide levels.
- 5. The Flood Control District should make every effort to maximize the recreational and environmental benefits from its upcoming channel improvement projects along Oakland's creeks.

 Where appropriate the City will provide park or recreation areas, facilities, and programs, beyond those which can be provided by the District, in conjunction with these projects.
- 6. The City will continue to explore the potential for a regional governmental office center in the Oakland Central District.

REGULATORY ACTIONS

- 1. The City will actively use zoning or other regulations to implement the Land Use Element's goals and policies, and will, over time, revise or supplement its existing controls as appropriate. It urges other agencies which have regulations affecting land use to do the same.
- 2. The City will consider amendments to allow mixtures of different dwell-ing types within R-20 Zone planned unit developments.
- 3. The City will review its residential density and dwelling type regulations, and the usable open space, yard, landscaping, and other zoning provisions affecting housing design, and where appropriate will amend them.
- 4. The City will seek to improve its

- zoning regulations for nonresidential uses.
- 5. The City will consider an amendment to the C-30 and C-35 Zones to allow appropriate manufacturing uses if a conditional use permit is granted.
- 6. The City will seek to provide better controls for situations where residential and nonresidential uses are mixed together or adjoining. It will give particularly close attention to areas which now contain a mixture of housing and industry.
- 7. The City will seek to extend regulatory protection for properties of historic, architectural, or other special interest. This will include designating additional properties as landmarks.
- 8. The City will consider reducing the allowable density on much of the land which is now in high-density residential zoning.
- 9. The City will consider downzoning many areas now in the R-50 Zone.
- 10. The City will review the present zoning and other development controls in the Hills, and revise these controls where they allow excessive densities or are otherwise inappropriate. This evaluation is especially important for those large privately owned sections which are still undeveloped.
- 11. Along streets like Foothill and MacArthur Boulevards with sections which are now commercially zoned but largely or wholly in noncommercial use, the City will consider rezoning suitable portions to a residential zone.

12. The City will add to its subdivision controls more detailed provisions for the dedication of parks or recreation areas.

PLANNING, COORDINATION, AND MONITORING ACTIONS

- 1. The City will undertake a variety of planning, informational, and coordinative actions relevant to land use, and will also seek to monitor progress in implementing the Land Use Element.
- 2. The City will encourage and cooperate with land use planning efforts by local citizen and business groups.
- 3. The City will urge private developers and firms to discuss their projects in advance with nearby residents, owners, or businesses.

Appendix

Inundation Hazards

State law calls for a city's general plan to identify areas subject to flooding. (Measures to deal with flooding hazards are discussed in the Seismic Safety and Safety Element as well as the Land Use Element.)

Map 5 shows -- provisionally -- areas prone to inundation under "100-year flood" conditions. It is estimated that each part of these areas has at least a one per cent chance of flooding in a given year. Some of this land will tend to be affected much more often than that. The areas are based on certain recent study done for the Federal Government's flood insurance program. (That program provides subsidies for flood and mudslide insurance, usually through insurance companies, but only where local government meets Federal requirements for control of development in threatened areas.) Engineering and hydrologic factors were considered and analytical projections were made of areas where floodwater would rise to the top of street curbs, or to typical ground. Those areas were then often transposed, for mapping purposes, to the next identifiable feature such as a street or a railroad.

Inundation would typically result from heavy storm conditions. These would cause general flooding in extensive areas, particularly near various creeks. (The analysis, though, assumed that present channel characteristics would remain. To the contrary, the total amount of land subject to flooding will greatly decrease in future as various flood control projects are accomplished.) Though at most places this would appear only as sheet flow a few inches or a couple of feet deep, major property losses could result.

However, other causes are involved in some areas. These include high tides, which affect low waterfront land, notably at the Emeryville Crescent and San Leandro Bay.

Far more extensive is the danger of tsunamis, often incorrectly called tidal waves. These are powerful waves caused by rapid changes such as vertical fault movement on the ocean floor. The sudden movement generates waves that can travel thousands of miles to crash over waterfront land with highly destructive force -- an example being the 1964 tsunami which was caused by an Alaskan earthquake and struck Crescent City, California. In addition to distant sources, local events could possibly cause tsunamis. However, large tsunamis appear to result from vertical displacement of the sea floor, and it is expected that fault movement in the Bay Area will be mainly horizontal -- as in the 1906 quake when only a small wave was recorded.

Though large tsunamis are infrequent, they could severely affect many waterfront areas in and near Oakland, including extensive sections around West Oakland, San Leandro Bay, and Metropolitan Oakland International Airport. Wave height and extent of impact would vary greatly from area to area. Further indication of tsunami hazards is given by:

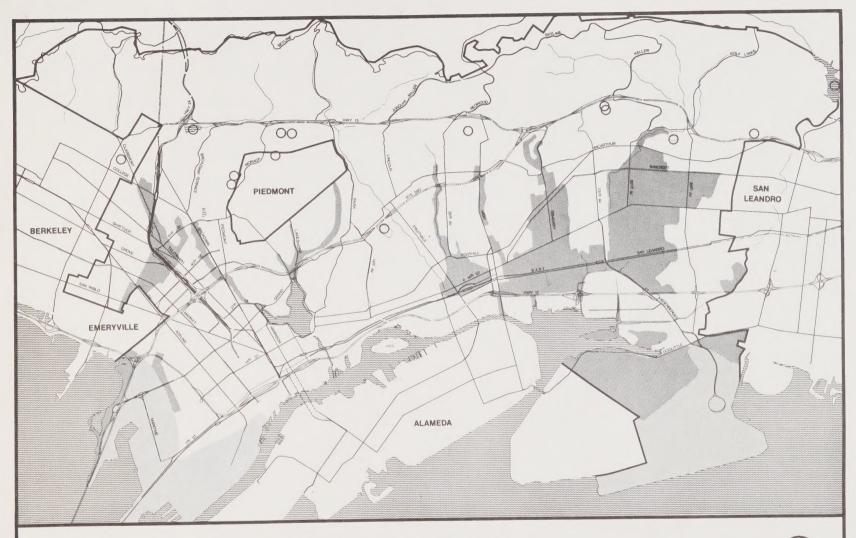
1. Map Showing Areas of Potential Inundation

By Tsunamis in the San Francisco Bay Region
(Miscellaneous Field Studies Map MF-480),
prepared by J.R. Ritter and W.R. Dupre for
the U.S. Geological Survey/Department of
Housing and Urban Development San Francisco
Bay Region Environmental and Resources
Planning Study, 1972.

2. Pages 4 through 22, inclusive, 47, 53, 55, 56, 57, 58, 59, 85, 86, 87, 88, 89, 265, and 266 of the report entitled Type 16
Flood Insurance Study: Tsunami Predictions for Monterey and San Francisco Bays and Puget Sound (prepared for Federal Insurance Administration by Andrew W. Garcia and James R. Houston of U.S. Army Engineer Waterways Experiment Station, Hydraulics Laboratory, November, 1975.

Inundation of a catastrophic nature could result if dam failure occurred at reservoirs or clearwells in or near Oakland. (Those located within or right next to Oakland are indicated by a circle on Map 5.) These facilities are owned either by EBMUD, the East Bay Regional Park District, or the Mountain View Cemetery Association. As required by State law, those owners have had maps prepared showing the extent of potential inundation. (The law also requires the local Office of Emergency Services to adopt provisions for emergency public safety measures in the event of dam failure.) Those maps show that dam failure could impact extensive areas, including many which Map 5 does not depict as flood prone. Inundation would tend to follow existing drainage courses from the dam, but in the form of a wide corridor that in some cases would spread out even farther as it reached flatter land. As one instance, a dam break at Lake Chabot could inundate much of Elmhurst (as well as most of San Leandro).

Sudden inundation could also come from earthquake-generated seiches at, or landslides into, enclosed or restricted bodies of water such as lakes and reservoirs. The effect would be like the sloshing of water in a bowl when it is shaken. The waves could be very high and have devastating impact on people and property within their reach. They could overtop dams and release large volumes of water downstream, with effects somewhat like those of a dam break. A copy of the tsunami materials referred to above, and of the relevant dam-related inundation maps, is on file and available for public inspection in the office of the City Planning Department, City Hall, 1421 Washington Street, Oakland, California. These documents (conclusions of which are summarized above) are incorporated by reference as part of both the Land Use Element and the Seismic Safety and Safety Element.



Map 5



Possible Flood Prone Area (At Least in Part)

Reservoir

Inundation Hazards

Notes:

1. Map is based on information available in March 1979; future study may delete or add areas.

2. See also pages 97 and 98.





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